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The City

Booklet I — Protective Services

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

You are about to read a booklet about your city's government.

It is the first of a series of six being prepared for use in senior civics with the aim of presenting to young San Franciscans an understanding of their local government and of their important place in that government.

In 1949 the heads of social studies departments in our high schools took concrete steps to develop materials useful in the study of local government by forming in-service study groups. Specific gains have included development of wall and desk charts on San Francisco's government; a source book for teachers, **San Francisco Plan of Government**, by Mr. Clarence Leal, curriculum assistant; and now this series of booklets, **The City**, for student use, by Mr. J. W. Patterson, curriculum assistant.

These activities, fortunately, prepared San Francisco to comply with changes in the state law requiring instruction in local government.

Since the days of the Gold Rush, westerners have thought and talked of San Francisco as "The City." We in the secondary schools are proud to have this opportunity to explore with our students the factors which have made San Francisco what it is, and which justify its continued right to be called "The City."

E. H. REDFORD
Assistant Superintendent

MORRIS WILLIAMS
Coordinator, Secondary Education

The City

A series of six booklets describing the government of the City and County of San Francisco

BOOKLET I PROTECTIVE SERVICES

By J. W. Patterson
Curriculum Assistant

Secondary School Division
San Francisco Unified School District
San Francisco, California
1953

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

Board of Education

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Foreword

"The people are the city," said Shakespeare. And the Bible tells us the same thing in another way: "By the blessing of the upright the city is exalted, but it is overthrown by the mouth of the wicked."

San Francisco was born great, because men and women of great heart and vision saw and developed her many natural excellences.

In the century and a half that followed her founding, San Francisco achieved greatness through the tireless efforts of the leaders of those who followed the pioneers. Among them were your parents and grandparents.

Yesterday and today San Francisco is finding greatness thrust upon her as the tide of modern life flows Westward—from the Mediterranean, to the Atlantic, and now to the Pacific.

The City is your inheritance. Will you prove yourselves worthy of it and capable of responding to its challenge?

To help you become better San Franciscans so that you may help each other in building a better San Francisco, this series of booklets has been prepared. You will learn of your City, not as just a dot on the map or a beautiful scenic picture on the wall, but as a community where people live and work together in a large self-governing enterprise.

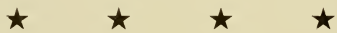
When you hear the word "government," perhaps you think of Uncle Sam and of the President and Congress in Washington, three thousand miles away. Or perhaps you think of the California Bear and of the Governor and Legislature at Sacramento. But government is much closer to you than any of these. It is your teacher in the classroom, the police station around the corner, the fire house on the next block, the Mayor and Board of Supervisors at the City Hall in our beautiful Civic Center. This is LOCAL government, YOUR government. It is the government that will most intimately affect your lives for as long as you live in San Francisco.

For thousands of years men watched other men live and die without realizing how much could be done to make life healthier and safer, and so happier and better. Today almost everyone recognizes that science does not advance—except as individual men and women, through hard work and devotion, advance it. Unfortunately, however, not all people recognize that there are both a science and an art in the business of living and working together, and especially in that part of it which we call government. Government, no more than the physical sciences, makes progress on its own. Its progress—or its decline—will depend upon the degree to which you, students today and voters tomorrow, take an intelligent and determined interest in it and in the things that it does and how it does them.

Get to know **The City** well. Understand it, and the part that men and women can play in governing it, whether they ever hold public office or not.

San Francisco is yours. Indeed, it is YOU.

BERT W. LEVIT
Member and former President
San Francisco Board of Education



The San Francisco Public Schools are continually searching for better means of carrying out their responsibility of teaching the subject matter of the various areas of the curriculum in as interesting, effective, and functional a manner as possible.

One of the most important responsibilities is the education of students for citizenship. The elementary schools citizenship program won national recognition from Freedom Foundation. Considerable work has been done upon this present program for the secondary schools.

During the time Mr. Bert W. Levit was serving as President of the San Francisco Board of Education he suggested that a Teaching Guide be developed to assist secondary school teachers in directing their students in a study of their City and County Government. As a result the Superintendent of Schools sought and received the wholehearted cooperation of Mayor Elmer E. Robinson in the development of factual data about the various offices and services of our City and County Government in San Francisco.

Through the tireless efforts of Mr. Clarence Leal, serving as a curriculum assistant, the book "San Francisco Plan of Government" was prepared. In his work Mr. Leal was given the wholehearted cooperation of city officials and staff of the public schools. After a study of this publication, the school

staff recommended that a series of six booklets be prepared to be used by students of the secondary schools to implement the study of the San Francisco Plan of Government.

This booklet, dealing with Protective Services, is the first in a series of six being prepared by Mr. J. W. Patterson to assist teachers and students in their work in this area. From the use of these booklets it is believed there will develop an understanding and appreciation of their local government that will engender a dynamic and lasting interest in its functioning and improvement.

The Superintendent would voice his appreciation to all members of the school staff and city officials who have, through their cooperation, made these booklets a reality. Appreciation is due particularly to the members of the San Francisco Board of Education who have by their encouragement and interest had a large share in the improvement of our ongoing school program in San Francisco.

HERBERT C. CLISH
Superintendent of Schools

Introduction

You live in a great city—a city known 'round the world—a city that has been the subject of song and story—a city that has seven times been destroyed by fire and once by an earthquake, yet, like the phoenix on her seal, has risen from the ashes, "serene, indifferent of fate."

Most of you will spend your adult lives in San Francisco.

Soon you will be voters.

Soon you will be "in politics."

"Me in politics?" you say, "No, I'm not interested. Politics isn't my game."

But it is. Politics is one game where, whether we like it or not, we're counted in. We can't pass a hand, not one. We can play our hand, or we can let somebody else—perhaps some slicker—play it for us.

That's up to us.

Too many of us are letting somebody else play our hand for us. When we let others play our hands, they often play for themselves, not us. Then we squawk. We let other people play the game for us and still we expect to win. When we don't win, we yell that politics is "dirty" and that politicians are crooks, self-seekers, and all the bad names in the book.

Politics is everybody's business. The founders of our democracy believed that government had to be based on the **consent of the governed.** Consent means saying "yes" on the policies of government. Saying nothing is not consent. Refusing to vote on election day is not consent to the policies decided, nor approval of the men elected.

When you get a job you will have a duty to your employer—to do your best to give him his money's worth for the wages he pays you.

When you get married you will have a duty to your wife or husband and to your family.

And when you reach voting age you will have a duty—a democratic duty—to your city, your state, and your nation.

What is your democratic duty? It is to inform yourself as to how your government works; what it is supposed to do for you; whether or not it is doing its job; whether the people you elected to do this work for you are doing their best; whether laws should be changed or new ones passed; and which of those candidates for office is the most likely to do the best job.

The government closest to you is that of your own city and county of San Francisco. It is all around you. That drink of water you had when you got up this morning was brought hundreds of miles to the faucet by your Water Department. When you came to school this morning you probably saw a number of San Franciscans who are working for you, and whose salaries you help pay.

You passed one of your workmen keeping the street clean; you watched a policeman helping children across a busy intersection; you presented your car ticket to an operator of your Municipal Railway; one of your fire engines went tearing down the street; and you went in the door of one of your public schools.

Maybe you thought, as you saw these visible signs of your city government, about the importance of the relationship between them and you. But the chances are you did not, for we are all inclined to take these things for granted.

Yet we must not take them for granted.

They and thousands of other city employees are a part of the biggest business in San Francisco—our, your government. Your money and the money of all other San Franciscans, obtained by means of the sales tax and the tax on property, pays the cost of running this business.

To learn how this business works, what it does, and your place in it is the purpose of this series of six booklets.

J. W. P.

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CHAPTER 1

Justice—A Common Goal

You are walking home from an evening at your neighborhood recreation center.

Midway in a block and across the street from you there is the tinkle of breaking glass and you see a shadowy figure going through the door of a darkened store.

A burglar in action!

What do you do? Go help him rob the store? Go on home, doing nothing about this? Of course not!

You think automatically — as would any good citizen — that this thief should be caught, should be given a fair trial and be sent to jail because he is going to steal from one of your fellow-citizens who is trying to make an honest living in his store, who pays taxes, who is trying to bring up his children to live upright, respectable lives.

Quick Response Brings Arrest

So you run to a nearby house and give the alarm. The police are called and in a few minutes a "prowl" car with two officers arrives at the scene. The burglar is arrested just as he is about to crack the store safe.

Those arresting officers are two of the 1700 men and a few women who comprise your San Francisco Police Department. They belong to the largest section of the Police Department — Patrol Division — which is equipped and organized to provide a 24-hour patrol of the entire city. They work out of one of the nine district stations under the direction of a captain. In addition to arresting criminals, they patrol "beats" on foot, in cars, on motorcycles; they enforce all laws and ordinances; rush to nearby fires and accidents; investigate neighborhood complaints and disputes; and do whatever else is necessary to make their part of the city as safe and free from crime as possible.

Under the supervision of a director, other policemen work in the Traffic Division out of the Central Office in the Hall of Justice on Kearny Street.

They direct and control the flow of traffic, investigate traffic accidents, and enforce traffic laws and parking ordinances.

Special Activities

Smaller groups of picked personnel are assigned to special details important to modern police work. Plainclothesmen, or "inspectors," as they are called in San Francisco, spend most of their time in the detection and investigation of crime. Other bureaus are: the Criminal Record and Communication Division, a crime laboratory, photography and fingerprinting, a special unit to handle personnel, recruiting and training affairs, and a Juvenile Bureau. Applicants for many kinds of licenses and permits must clear through the Police Department.

Head of the Police Department is the Chief, appointed by the Police Commission and subject to removal by them whenever they see fit. This Police Commission of three members is appointed by the Mayor for four-year terms. However, the Mayor may remove any member before his term expires. Each Commissioner receives $1,200 a year.

Microscopic examination by the Police Department's crime laboratory often produces evidence of value to the courts.

This communications room is the nerve center of the Police Department. In a year's time over 400,000 radio messages pass through here.

ne to the police; exciting to spectators—that's the story of a street arrest.

Importance of Mayor

Because the Mayor appoints the Police Commission, and they in turn appoint the Chief of Police, you can see that the Mayor has considerable control and influence over the operation of the Police Department. The Mayor's attitude toward crime and criminals determines to a great extent whether our Police Department is "good" or "bad," weak or strong, honest or crooked.

We are apt to forget that the men who wear the seven-pointed star of a San Francisco policeman are also San Francisco citizens, just as you are; that while they are being paid to protect us from the criminal elements, they, as individual citizens, want to make their city a safe, decent place in which to live and raise their families, just as you do.

The "cops and robbers" game you played when you were little was a lot of fun; but to the good citizen, young or old, it is not a simple game, but a deadly and often dangerous business of continuous effort to protect ourselves from those who would cheat, rob, hurt and even kill us.

We're Progressing

The well-known 1951 U. S. Senate Crime Committee, headed by Senator Estes Kefauver, called San Francisco one of the "white spots" on the Nation's crime map—meaning that, compared to some other cities, we were making progress in the fight against crime.

Every policeman and other good citizens were proud of this report.

And every policeman and other good citizens know that it is a continuing, never-ending fight throughout every hour of every day to keep in check those people in our city who are always on the lookout for a chance to get around the law rather than obey it.

FACTS & FIGURES ON YOUR
POLICE COMMISSION AND POLICE DEPARTME...

Office: Hall of Justice, Washington and Kearny Streets

Meetings: 8 P. M. every Wednesday

Membership: Three members appointed by the Mayor for 4-year terms with annual salary of $1,200 each. Commission appoints Chief of Police, a secretary, and a police surgeon to hold office at the will of the commission. All other police personnel are under civil service. Commission may punish or fire a member of the uniformed force after an open hearing.

Number of Employees:
1,507 uniformed force
171 inspectors (detectives)
100 clerical and others
1,778

Annual budget: $7,861,230 (1952)

How the money was spent: mainly for salaries

Part of each tax dollar allotted to Police Department: 11c

What they did:

Made 68,000 arrests. Of this number, 45,000 were on drunk charges.

Arrests for failure to appear on traffic citations are not included in these figures.

Located 2,244 of the 2,274 persons reported as missing.

Recovered 2,823 of the 2,925 automobiles reported as stolen.

Provided "free lodging on personal request" in the jail for over 4,000 persons.

Police cars were driven over 3 million miles. 3 cars were driven over 120,000 miles each.

Recovered 513 of the 736 public bicycles reported as stolen.

Supervised 1,019 public dances.

Took over 10,000 pictures—of prisoners, accidents, and burglary jobs.

Sponsored 11 boys' baseball teams.

Served 140,000 meals at the city prison.

Made over 100,000 bank visits.

Qualified 120 officers as master pistol shots, 378 as experts, and 997 as sharpshooters.

In over 25,000 family disturbances reported, "service rendered."

Gave 202 pints of blood in the Armed Forces blood donor drive.

Devoted over 35,000 man-hours regulating traffic at school crossings.

Police laboratory examined 81 firearms, disposed of 114 blasting caps, examined 153 articles for blood, gave 31 lie detector tests, and made 38 crime scene and accident diagrams.

Sent 187,000 messages to radio cars; received 237,000 from radio cars.

Through the Mill

But what of the burglar?

He surrendered when he saw the two officers coming at him with drawn guns. (Perhaps he'd heard that San Francisco police are expert pistol shots due to frequent practice at the police pistol range out near Lake Merced.) Handcuffed, he was taken to one of the district stations where he was "booked" and then was transferred to County Jail No. 1 at the Hall of Justice.

Now that he has been "booked," a number of city officials who were elected by your parents become involved in this burglar's case. These include one of our 12 municipal judges, the District Attorney's office, one of our 22 Superior Court judges, the Public Defender, and the Sheriff.

In a day or so the burglar is brought before one of our Municipal Court judges. The evidence is presented to the judge and he decides that he should be "bound over" to one of the Superior Courts for trial. The man is returned to jail.

Twenty-four hours a day these radio-equipped cars patrol the streets of San Francisco for your protection.

Do these suspects have "records?" Study of their fingerprints by the Bureau of Identification will reveal the truth.

"Look," you say, "I saw him break into that store. The policeman caught him in the act of robbing the safe. Why a trial? He's guilty as can be." You are annoyed by this seeming delay in punishing this crook.

Legal Protection For Citizens

But the good citizens of our country, while they are determined to protect themselves from criminals and to see that criminals are punished for breaking the laws, are also determined that the interests of justice are upheld. You'll recall from your study of the Constitution that the early-day citizens were so concerned that people accused of crime be given fair treatment that they incorporated in the Bill of Rights specific instructions regarding criminal cases. Of the first ten amendments to the Constitution, seven of them deal with legal protections for all citizens, good and bad.

A Thousand Cases a Year

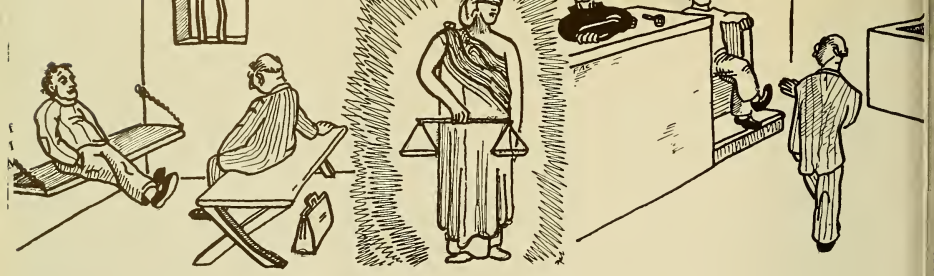
Even this burglar has some rights. Suppose he can't afford a lawyer to represent him. The San Francisco Public Defender's office enters the picture.

The citizens elected a Public Defender to do the job of seeing that persons accused of a crime and who are unable to hire a lawyer, do have a lawyer to represent them when they are on trial. The idea behind this is the democratic principle of equal justice for rich and poor. Our Public Defender handles more than 1,000 cases a year.

In the case of the burglar, one of the lawyers from the Public Defender's office calls on him in his cell. He listens to his story, points out to him that it is an "open and shut" case, meaning that he doesn't have a chance to escape conviction. The burglar decides to plead guilty and not, as is his privilege, demand a jury trial.

FACTS & FIGURES ON YOUR PUBLIC DEFENDER

Office: 550 Montgomery Street
How chosen: Elected for 4-year term
Salary: $10,200 per year
Number of employees: Four attorneys and two clerks. The Public Defender appoints the attorneys; the clerks are civil service.
Annual budget: $47,354.
How the money was spent: Practically all for salaries.
What his office did:
The San Francisco Public Defender's office is the largest legal firm in the world in number of cases handled—1,235 in 1952. Made 4,139 appearances in Superior Courts; 4,688 in Municipal Courts. Consulted with 5,897 defendants in County Jail and City Prison. Gave legal advice in civil matters to 3,760 persons who were unable to consult a private attorney. This service is not required by the Charter.
Represented defendants in 76 jury trials.
Obtained 530 dismissals, 140 admissions to probation, 39 suspended sentences, and 88 reduction or modification of charges.



On Our Side

The burglar goes before a Superior Court judge with his lawyer, the man from the Public Defender's office. There is another lawyer in court, too. He is from the District Attorney's office. He represents you and me and all other good citizens. His job is to present all the evidence against this crook and to strive for a conviction. This is easy in this particular case because the burglar pleads guilty, is convicted and is sentenced to prison by the judge for the term provided by law. The convicted burglar is "remanded to the custody of the Sheriff."

That lawyer who was there in court to see that the burglar was convicted was one of the 25 attorneys who comprise the San Francisco District Attorney's office. Your parents elected his boss, the District Attorney.

FACTS & FIGURES ON YOUR SHERIFF

Office: Room 331, City Hall
How chosen: Elected for 4-year term
Salary: $12,000 per year
Number of employees:
1 undersheriff
1 senior attorney
1 physician
62 jailers, matrons, keepers
43 bailiffs
10 writ servers
31 clerical and other personnel
149

Annual budget: $882,297.
How the money was spent: (largest amounts only)
Salaries $735,000
Foodstuffs, both jails 109,000
Materials and supplies 44,000
Heat, light, and power 21,000

What his office did:
Handled 8,964 prisoners.
Confined 540 Federal prisoners for which the U.S. Government paid $10,325 to San Francisco for their confinement.
Transported 370 prisoners to State prisons and other correctional institutions. While the law permits the Sheriff to retain the fees paid for such transportation, San Francisco's Sheriff of his own free will turned this money over to the City and County. The amount: $8,456.
Transported 1,503 patients from the Detention Hospital to various state institutions.
Operated small stores for convenience of prisoners. Profit of $12,771 turned over to the City and County.

Justice Is His Goal

The "D. A." is an important man in our government because he deals with a subject close to the hearts of all good citizens—justice.

In the name of the people, the District Attorney must bring to justice all of those suspected or accused of violating state and local laws.

He draws up all criminal complaints, issues warrants of arrest when necessary, and prosecutes in court all those charged with committing crimes. Our District Attorney has two trial lawyers assigned to each of our three Superior Courts that handle serious criminal cases, that is, felonies.

The District Attorney attends all sessions of the Grand Jury to give them legal advice or present evidence. He also draws up all indictments made by the Jury.

You have heard radio programs and seen movies and television shows depicting a district attorney bringing about the conviction of criminals. This is an important part of his job, but it is only a part. He performs several other duties that, though unspectacular, are also important from the standpoint of justice.

San Francisco's District Attorney is charged with seeing that needy children receive the financial aid that has been awarded them by a court in cases of divorce and broken homes. If a parent fails to provide this support, the District Attorney may issue what is called a "Citation," requesting the parent to appear at the District Attorney's office. If he appears, an effort is made to get him to agree to make the court-ordered payments to the wife or child. If he fails to appear or refuses to pay, the District Attorney may then issue a warrant for his arrest.

FACTS & FIGURES ON YOUR DISTRICT ATTORNEY

Office: 550 Montgomery Street
How chosen: Elected for 4-year term
Salary: $15,000 per year.
Number of Employees:
25 attorneys
5 investigators
20 clerks and other personnel
50

The District Attorney appoints the assistant and deputy district attorneys, the investigators, and a confidential secretary. All others are under civil service.

Annual budget: $343,447. State law requires that a special fund be set aside for the exclusive and secret use of the District Attorney. This amounts to about $15,000.

How the money was spent: With the exception of his special fund, practically all the District Attorney's budget is spent on salaries.

What he did:
Obtained 45 Grand Jury indictments.
Handled 1,362 felony cases in 3 Superior Courts:
1,060 guilty
145 charges dismissed
78 not guilty
79 other dispositions
1,362

Issued 3,796 citations in the complaint division.
Issued 3,037 warrants for arrest.
Handled 225 Juvenile Court Complaints, both felony and misdemeanor.
Conducted the regular meetings of the Venereal Disease Control Board, of which the District Attorney is chairman. "Venereal disease in San Francisco is at the lowest ebb in the city's history. . . ."
Handled 8,325 cases in the Bureau of Family Relations—an all-time high.
Fraud Bureau, working with Better Business Bureau, continued to fight constantly increasing number of frauds committed in San Francisco.
Psychopathic Division handled 759 Superior Court cases, of which 496 were mentally ill cases.

Daily orders for the mounted police. Their horses serve about 8 years, are then retired to a San Mateo pasture.

Derbies and mustaches were the fashion in 1897. This is Section 2, Company A, of Central Station.

The Mentally Ill

Cases in which it is claimed that a person is mentally ill and should be placed in an institution for treatment are investigated by the District Attorney's office. A representative of his office attends all the hearings on such matters and makes recommendations to the judge or jury.

The Fraud Bureau

The Fraud Bureau of the "D. A.'s" office is constantly on the lookout for bunco cases, embezzlements, false advertising, and crooked stock, insurance, and real estate deals. This section of the District Attorney's office works closely with the Better Business Bureau.

Daily muster in front of the new Mission Station. Visitor in foreground is Police Chief of Seoul, Korea.

Complaint Division

One of the busiest sections of the District Attorney's office is the Complaint Division, located in the Hall of Justice. A citizen who feels that another person has cheated him or violated the law in some dealing may file a complaint. A Citation is issued to the person against whom the complaint was made, and he is requested to appear at the District Attorney's office. A hearing is held in an effort to settle the matter. Should a person receiving a Citation fail to appear, then the District Attorney may issue a warrant for arrest. Over 3,000 Citations are issued each year by the Complaint Division, and over 80 per cent are settled without any warrant for arrest being issued.

FACTS & FIGURES ON YOUR COURTS

Location: City Hall and Hall of Justice

How chosen: Elected for 6-year terms

Salary: $15,000 per year for Superior Court judges; $13,500 per year for Municipal Court judges

Membership:

Superior Court, 22 judges. Each year they choose one of their group "persiding judge" and he assigns the individual judges to particular departments. The presiding judge designates one as judge of the Juvenile Court.

Municipal Court, 12 judges. They also choose one of their group each year to act as presiding judge.

Number of employees:

Superior Court: 1 Secretary-Jury Comissioner, 22 Court Reporters, 25 clerical and others. Secretary-Jury Commissioner is chosen by majority vote of judges. All other positions are established by the State legislature and the personnel hired by the Secretary-Jury Commissioner. Bailiffs are provided by Sheriff.

Municipal Court: 1 Clerk-Secretary, 97 Deputy Clerks, 12 Court Reporters. Clerk-Secretary is chosen by majority vote of judges. Court Reporters are appointed by judges, except one who is civil service; Deputy Clerks are civil service.

Annual Budget: Superior Court: $657,361, mainly salaries.
Municipal Court: $890,379, mainly salaries.

Part of each tax dollar allotted: Superior Court: 6c
Municipal Court: 9c

What they did:

Superior Court:
Handled 1,362 criminal cases.

Municipal Court:
In the Criminal Division 745,889 persons were accused of crimes—715,025 of which were traffic misdemeanors, 28,238 were other misdemeanors, and 2,626 were felonies.
In the Civil Division there were 21,928 cases handled, of which 6,319 were Small Claims Court cases involving less than $100.
Over two million dollars was collected in traffic fines and bail forfeitures.

Two Principal Law-Enforcement Officers

The District Attorney and the Chief of Police are the two principal law-enforcement officers in San Francisco. Of course, the actual day-to-day enforcement of the law is the job of the police, but the District Attorney may step in to conduct his own investigations and bring people to justice if the police fail or refuse to do so.

Annual review of the School Safety Patrol at Kezar. These young citizens who protect school crossings are trained and supervised by a detail from the Traffic Bureau.

Should that intersection have a stop sign? Answers to questions like this come from these authorities on traffic flow.

Conviction Every Time?

Does the District Attorney always try to get a conviction on every person who is accused of a crime? No. Why not?

Sometimes a good citizen gets mixed up in some criminal matter and the circumstances make it **look** as if he is guilty when actually he is not.

The present Attorney General of California is the former District Attorney of San Francisco. Before he took over his State job he made a final report to the Mayor. This is what he said:

> "... it is the duty of the District Attorney to protect the innocent as well as to convict the guilty, and with this in mind, each trial deputy has made a complete and thorough investigation of every case to which he is assigned; to the end that no individual shall be unjustly accused or punished. . . ."

Twin Job

You'll recall that the last we read of our burglar he had been "remanded to the custody of the Sheriff."

San Francisco's Sheriff is elected to do a double job—"keeper of the county jail" and "right arm" of the court. He has charge of our two county jails, transports prisoners to and from court, and delivers them to the state prison and other institutions.

It is also his duty to see that bailiffs or deputy sheriffs are present at all court sessions, and to carry out all lawful orders and serve all legal notices of the court.

Because of our combined city and county type of government, which we'll learn more about later, our sheriff has no criminal duties in the sense of law-enforcement as do sheriffs in all other counties of California. In these other counties the sheriff is the law-enforcement officer in the rural areas.

Thus far we have been reading about a criminal and the people whose job it was to see that he was caught, tried, and punished.

The Boy Who Understood

The most important person in this little drama was a young citizen who rendered his city and his fellow-citizens a service by calling the police.

He was a citizen who understood his responsibility and importance as a citizen. In brief, he was a **good** citizen.

His opposite was the burglar, a poor citizen.

Why did that fellow become a burglar? What made him decide to try to make his living by stealing from others?

If we could answer these questions exactly and completely; if we knew all the "whys" and "whats" that make some citizens cheat, rob, hurt, and even kill other citizens, then we might be able to establish a city, a state, a nation, a world in which all the citizens were good citizens.

Many of the activities of our city government are aimed at helping good citizens remain good citizens. Crime **prevention** is an important job of our police department and the District Attorney's office.

Our community recreation centers offer places for wholesome recreation.

Our Juvenile Court helps young citizens in trouble to get back on the right "track." It also aids dependent and neglected children.

Can you think of other things our city does to encourage good citizenship?

Things To Discuss:

1. In this section we have lumped together all the people whose job is law enforcement. You've noticed that some of them are hired, some are elected, some are appointed. A policeman is hired. What are the qualities you as a citizen want in a police officer? How can these be determined? Examination? Recommendation? Personal interview? A combination of all three?

2. You, as Mayor, would appoint the police commission. How would you select a man for this commission? What qualifications would you want him to possess?

3. You are a police commissioner. You are going to appoint the new Chief of Police for San Francisco. What standards would you set up for this job?

4. You have to elect a district attorney, a public defender, a sheriff, a judge. Several people are running for each of these offices. What qualifications would you set up for each of these positions so that you would make the best choice?

5. A judge is to be assigned to the Juvenile Court. What special qualities does he need for this work? Why is he such an important official?

6. A San Franciscan may make a "citizen arrest." What is it?

7. Newspapers refer to San Francisco as a "closed town," not an "open" one. What do they mean? Which is best and why?

8. The statue of the Roman goddess, Justitia, shows her blindfolded or with her eyes closed. Why?

9. Years ago San Francisco was divided into "beats," each being patrolled by a policeman on foot. Now many areas are patrolled only by radio-equipped "prowl" cars. It has been suggested that "foot beats" be reestablished throughout the city. What are the merits and demerits of each system?

Things To Do:

1. Make an appointment to interview the person in charge of each of the following Police Department sections: Accident Prevention Bureau; Racket Squad; Chinatown Detail; Flying Squad; Crime Laboratory; Auto Theft Detail; Criminal Records and Communication Division. Report to class.
2. Visit the Civil Service Commission in the City Hall. Get a copy of the information sheet given those who are interested in taking the examination for policemen. Report to class.
3. Make an appointment to interview the judge of the Juvenile Court; the Juvenile Court probation officer. Report to class.
4. Make an appointment to interview one of the deputies of the District Attorney's office. Perhaps you can get him to talk to the class.
5. Make arrangements to visit the Public Defender's office. They can tell you many interesting stories of how they have helped those accused of a crime. Report to class.
6. Make an appointment to interview one of the Sheriff's staff. Report to class.

CHAPTER 2

No Eighth Time

April 17th had been a wonderful day in San Francisco.

The loveliness of spring was in the air, and, what's more, the entire New York Metropolitan Opera Company was in town on its annual visit to the Tivoli Theater.

"Carmen" was performed that night before a packed house with the great star, Enrico Caruso, in rare form. Late suppers and parties followed. By 3 a.m. the city was quiet. The year—1906.

A few minutes after 5:15 on the morning of the 18th a geological giant took hold of San Francisco and shook it. The expensive homes on Nob Hill swayed and crashed, as did the creaky little shanties on Telegraph Hill and the buildings downtown. Sleepers awoke as if from a nightmare; some were thrown from their beds. Large cracks opened in Van Ness Avenue; street car tracks on Market Street were twisted. The water mains broke. The gas lines snapped. The city began to burn. Within an hour and a half it was burning fiercely, and the smoke could be seen from as far away as Santa Cruz.

Raging Flames and No Water

The Fire Department was in a bad way. Fire Chief Dennis T. Sullivan had been fatally injured in the quake, and, worse yet, the breaking of the mains left the department with no water to fight the raging flames. What could be done?

The Mayor, the Fire Department, and General Funston, whose troops from the Presidio patrolled the city with orders to kill any person found looting, came to a decision. The fire must be stopped at Van Ness Avenue. It was then four blocks away.

The firemen and soldiers began blowing up buildings. Aided by a wind blowing in an easterly direction, they won their battle. The fire was checked.

The Cost

Four square miles of San Francisco was a charred ruin; 28,000 buildings were gone; 300,000 were homeless; and there were 452 known dead.

To you, probably, the great earthquake and fire seems long ago. But not to your Fire Department. They know that our city has been destroyed by fire seven times, and, like the phoenix on her seal, has risen from the ashes, "serene, indifferent of fate."

They are determined that there won't be an eighth time.

What have they done and what are they doing to make San Francisco fire-safe?

Prepared for the Worst

Should there be a "next time," should the water mains break again, there will still be water for firefighting. Scattered throughout the city are 150 fire cisterns that are regularly inspected and serviced. The newest one is at Army and Kansas Streets, replacing the one at Army and Andrews Streets that had to be abandoned because of the construction of the Freeway. In addition, there is what is called "The Auxiliary High Pressure System," which includes a reservoir on Twin Peaks, a tank on Ashbury Heights, another on Jones Street between Sacramento and Clay Streets, and two auxiliary salt water pumping stations, one at Second and Townsend Street, the other at the foot of Van Ness Avenue. As with our cisterns, the mains, gate valves, manifolds, and hydrants of this system are inspected and serviced regularly.

Our "aerials" in action. The Fire Department has seven of these, two of which are 100 feet high.

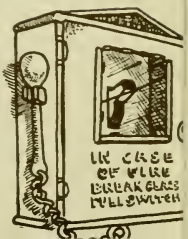
Fire Fighting Is Only Part of Job

When you see a fire engine rushing down the street do you have a feeling of pride and comfort?

You should.

That red truck is one of the 270 pieces of fire department equipment your parents, through taxes, have bought for the city.

The driver of the vehicle, the man grinding the siren, the men riding on the back, all are members of a 1699-man force whose job it is to fight fires, investigate fires, inspect buildings for fire safety, and **prevent** fires.

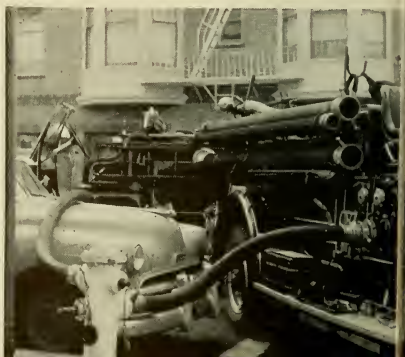


Upper left, a new firehouse on Sanchez Street near Market. Upper right, one of our two fire boats on a practice run. Lower left, a brand new combination pumper and hose wagon. Lower right, a bond issue passed by the voters in 1952 means the end of old firehouses like this one on Oakdale Avenue near Third Street.

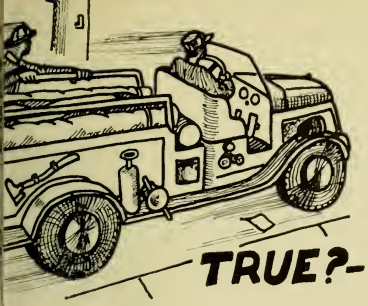
In a city the size of ours, the fire department is a big business. Last year they responded to over 11,000 alarms. And 1504 of these were false! Our fire Department has estimated that these false alarms cost our taxpayers thousands of dollars each year.

Do You Know?

We are all familiar with the little red fire alarm boxes in our school building. In addition to these reminders of one of our city's protective services, there are 2,257 street alarm boxes throughout the city. Do you know the



This illegal parker not only delayed firemen in performance of their duties; he got his car hood roughed up too.



location of the one nearest your home? Do you know how to work the street alarm box? The men of your neighborhood firehouse will be glad to show you how.

The men and equipment of our Fire Department are housed in 52 firehouses throughout the city. Do you know the location of the one for your neighborhood? There is a 50-50 chance that your firehouse is an old dilapidated building. A survey made in 1851 by a structural engineer resulted in his recommending that nearly half of them be abandoned as unsafe.

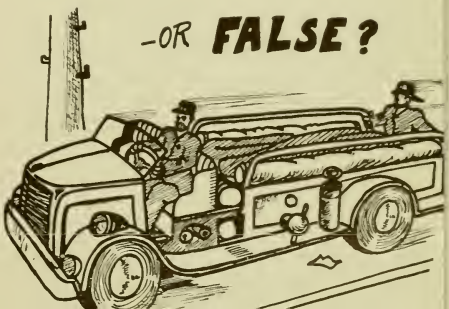
The voters agreed. In November 1952 they voted in favor of a $4,750,000 bond issue for the construction of new firehouses and the reconstruction of others. The Fire Department and the City Planning Commission will determine which firehouses should be torn down and which ones should be simply rebuilt.

A Real Risk

Motorists know that they must not block any one of our 8,446 fire hydrants; that they will be fined if they do. Not only that, but if the Fire Department has to use a car-blocked hydrant, they won't be too particular how that illegally parked car is moved out of their way. And, speaking of fines, did you know that there is a fine of $5.00 for driving over a fire hose?

Administration of Department

Our Fire Department is under the general direction of a three-member Fire Commission, appointed by the Mayor for four year terms at annual



salaries of $1,200. As in the case of the Police Commission, the Mayor may remove them from office before their terms expire. The Commission appoints the Fire Chief (called "Chief Engineer"), a secretary, and a department physician to hold office at its pleasure. All other appointments and promotions, except deputy chiefs, are under civil service.

Lowest Rates In State

Did you know that the fire insurance rates your parents pay are lower than in any other California city? Formerly in the same rate classification as Los Angeles, San Francisco has since November 1952 been raised to the best fire risk classification in the State. This means that fire insurance rates on San Francisco homes have been reduced about 24 per cent.

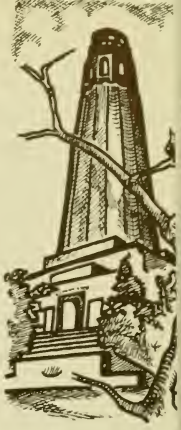
How did this come about? Was it the good-heartedness of the insurance companies? No. Was it due to the fire-fighting efficiency of the Fire Department? Yes, partly. But only partly. A "good" fire department is one that not only puts out fires with dispatch, but, also, investigates the causes of fires carefully; is alert in inspecting buildings to see that all fire safety rules are observed, and strives to **prevent** fires.

When all these activities of a fire department—fire fighting, modern equipment, investigation, inspection, and prevention—are "clicking," you have a good fire department. And the fire insurance companies reward the citizens of such a city by reducing the fire insurance rates on their homes.

Prevention and Safety

The men who drew up San Francisco's plan of government, the Charter of 1932, wisely provided for a Bureau of Fire Prevention and Safety. These men examine all buildings to see that they comply with the fire protection laws. They must examine and pass on all construction permits over $1,000.

It takes strong men to wield a fire hose under full pressure. And speaking of fire hose, the Fire Department has 42 miles of it.



A Fireman's Question

"How did it start? Was it incendiary?"

These are questions every fireman fighting a blaze asks himself, and they are questions our Fire Department seeks to answer after the fire is over. Whenever the cause of a fire is not known, our Fire Department makes a special investigation to find out how it started. Last year they made 807 of these special investigations. Sixty-three of the fires investigated were classified as incendiary fires. What does that mean?

Our Fire Department is doing all it can to protect our city from fires. It sees that all new buildings are constructed in accordance with the fire safety laws; it inspects structures already built; it fights fires; it investigates after a fire; and it works for the arrest and conviction of those who set fires.

Every Citizen Can Help

But it can't be everywhere all the time. If our city is to be truly fire-safe, every citizen must be "fire-conscious."

What can you do to prevent fires? Here's an example: Recently the teenagers of the Los Angeles schools conducted a fire safety campaign for one semester by inspecting their own homes. A few of the results: 520 pennies removed from behind fuses; 2,664 electric cords removed from under rugs; 216 fuses of the wrong capacity replaced with those of the proper capacity.

How safe is your home?

If it looks like a fire will burn a long time, equipment such as this is put into operation. Called a "turret nozzle," the Fire Department has 14 others like this one.

Left, these young firemen are learning how to move fire hose up a fire escape Right, it takes practice to learn how to make a safe jump into a net. Nets are used only when all other rescue methods fail.

Things To Do:

1. With your mother or father inspect the connecting wires on all the electrical devices in your home. If the insulation is worn so the actual wire shows through there is danger of a short circuit.

2. Are there too many electrical devices plugged into a wall socket? Each socket is wired to carry only a certain amount of current; overloading can blow a fuse or perhaps start a fire.

3. Is the heating plant in your home covered with asbestos or sand? Do the nearby walls or ceiling overhead become very hot when a fire is going?

4. Are oily rags and mops stored where there is moving air?

5. Can you see sparks coming from any electrical switch you snap on?

6. Is your mother careful with her iron? (An average of 40 fires a day are started in the U.S. by women who forget to disconnect their irons when someone called them away for a few minutes.)

FACTS & FIGURES ON YOUR FIRE COMMISSION AND FIRE DEPARTMENT

Office: Room 2, City Hall

Meetings: Every Wednesday, 4 P. M.

Membership: Three members appointed by Mayor for 4-year terms with annual salary of $1,200 each. Commission appoints a Chief Engineer (Fire Chief), a Secretary, and a Fire Department Physician to hold office at the will of the Commission. The Chief, with the approval of the Commission, appoints a Fire Marshal and assistants to act as a Salvage Corps for property damaged by fire. All other Fire Department personnel are under civil service. Commission may punish or fire a member of the uniformed force after open hearing.

Number of employees:

1,714 uniformed force
50 clerical and other personnel
1,764

Annual budget: $8,139,480.

How the money was spent: Practically all for salaries.

Part of each tax dollar allotted to the Fire Department: 11 cents.

What they did:

Responded to 11,358 fire alarms. Of these, 1,504 were false and 6,505 were for actual fires.
Installed 24 new fire hydrants and eight new street alarm boxes.
Completed 6,000 feet of new mains in Apparel Center and 400 feet on Filbert Street.
Made 10,648 fire prevention inspections, 13,235 reinspections, investigated 1,454 special complaints, approved 1,025 building permits, and 6,447 alterations of the causes of 807 fires.
Made special fire investigations of the Underwriters a 24 per cent reduction in the fire insurance premiums on residences.
Obtained from the National Board of Fire Underwriters a 24 per cent reduction in the fire insurance premiums for these establishments.
Continued survey of industrial and mercantile properties which will shortly result in a reduction in the fire insurance premiums for these establishments.

7. Where are the matches kept? Are they out of reach of small children?

8. Are table and floor lamps kept away from curtains, paper, or anything that may burn easily?

9. Are paints, oils, floor waxes, and inflammable liquids stored in metal containers with tight lids?

10. Do you disconnect electrical devices when you go on a long vacation?

11. Find out about Lillie Hitchcock Coit, for whom the Coit Tower is named. What is a "Fire buff?"

12. Get the story behind the "Portals of the Past" relic in Golden Gate Park; also the Volunteer Fire Department statue.

13. Visit your neighborhood firehouse. Ask the Battalion Chief about the work of the Rescue Squad; to show you how the alarm signals come in; learn what is a Still Alarm; notice special features of his fire vehicles.

14. Visit the Fire Department's rehabilitation center at 313 Francisco Street. See how they repair and make over equipment.

15. Visit two of our firehouses—one of the new ones (on Sanchez Street near Market; 32nd Avenue between Ortega and Pacheco; or at Winston Drive and Buckingham Way), and then one of the old ones.

16. Visit one of our two fireboats. One is at the foot of Howard Street, the other at the foot of Bay Street. The men will be glad to show you around and to answer your questions.

17. Visit the Bureau of Fire Prevention and Public Safety. It is in the basement of the City Hall on the Grove Street side. Ask them about panic doors, fire escapes, exits from theaters, fire walls, special school safety requirements, some of their special investigations of fires and the special problems peculiar to San Francisco. Perhaps one of the men will speak to the class.

18. Visit the Fire College. It is on the West Campus of City College. See how our firemen are trained.

19. Visit the Civil Service Commission in the City Hall. Find out about the shortage of men in the Fire Department, the requirements for firemen, and get a sample of an examination.

20. Visit the Coro Foundation, 821 Market Street. Find out about the "internships" in the Fire Department for college students who are majoring in Public Administration.

Things To Discuss:

1. A false alarm costs the city's taxpayers money—can you think of other bad features of false alarms? Do you suppose all false alarms are malicious?

2. The law says a motorist must pull to the curb and stop upon the approach of a siren-blowing emergency vehicle. Many San Franciscans merely pull to the right and slow down. Why is this practice dangerous?

3. The Charter says the Mayor will appoint the Fire Commission. Why not an elected Commission? An elected Fire Chief? Elected firemen?

4. Fewer fires means less property destruction. It also means a financial gain for every home owner. In what way?

5. You are an inspector with the Bureau of Fire Prevention & Safety. You are inspecting an apartment house. What would you check on, relative to preventing a fire and fire safety?

6. It is said that the Fire Chief of San Francisco runs a "taut ship." What do you suppose that means?

CHAPTER 3

To Protect Your Food Supply

While you are getting those last few hours of sleep in the morning, two of your city employees are beginning their working day.

It is 4 a.m., and they are down in the Clay, Sacramento, Drumm, and Davis Streets area where the produce markets are located.

Who are they? They are inspectors from the San Francisco County Agricultural Commissioner's office, performing another one of the services your city provides for your protection. They are checking part of your food supply.

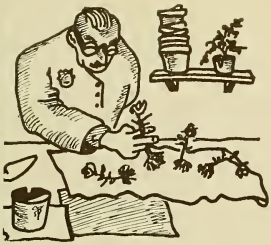
Are these heads of lettuce slimy, maybe rotting inside? Are these apples wormy or badly bruised? Are these cases of eggs that are marked "Large, Grade A," actually big enough to meet the standards that are established for that grade?

Meeting Lawful Standards

These are but a few of the many questions the inspectors ask themselves as they wander through the produce section. The fruits, vegetables, eggs, nuts, and honey offered for sale to the retail merchants of San Francisco are subject to "spot checks" day after day by these men of your city government. Products that do not measure up to the standards set by law cannot be sold to your neighborhood grocer.

Two Titles, Many Jobs

Boss of these inspectors is our county Agricultural Commissioner, also referred to as Horticultural Commissioner. His department is located in the State Agricultural Department at the foot of Mission Street.



Inspection of the produce markets is just one of his jobs. He must provide inspection of retail stores, of the produce of food peddlers, and of the Farmers' Market. Working with your Health Department, the Agricultural Commissioner provides inspection of all foods, except meat, that are bought for city institutions. Every morning inspectors from the Commissioner's office go to the main post office and the Express Company office to check incoming plants for plant diseases and sub-standard quality. Plant nurseries in San Francisco are inspected once a month to see that they are observing the standards set up by law. Those that do are given "pinto tags" which permit them to ship their plants outside of San Francisco.

Our Agricultural Commissioner gets his position by civil service examination, as do all those on his staff. The Agricultural Department is one of the nine city departments and offices that are under the management of, not the Mayor, but a San Francisco "invention," the Chief Administrative Officer. We will learn more about this important officer later.

FACTS & FIGURES ON YOUR AGRICULTURAL DEPARTMENT

Office: Agriculture Building, Embarcadero at Mission St.

How chosen: Agriculture Commissioner appointed by the Chief Administrative Officer to hold office at his pleasure. All other employees are civil service.

Salary: $7,200 per year.

Number of employees: 7.

Annual budget: $40,318.

How the money was spent: Practically all for salaries.

What his office did:

Inspected 2,246 shipments of incoming nursery stock; rejected 4 shipments (25,234 plants and bulbs).

Inspected 2,682 retail fruit and vegetable stores; 62 rejection tags issued.

Made daily inspection of wholesale fruit and vegetable markets; 2,189 rejection tags issued; disposal orders written on 24½ tons of merchandise.

Made daily inspection of Farmers' Market; 147 rejection tags issued.

Made 183 inspections of plant nurseries.

Issued 1,971 certificates of inspection for export of commodities.

CHAPTER 4

Work Without End

"Death Never Takes A Holiday."

For one man in San Francisco's government that expression has a special significance—he is our Coroner. Because death is no respecter of office hours, the Coroner's office is open 24 hours a day, seven days a week. And his work is never done.

Between 25 and 35 people die every day in San Francisco. For every one of them the law requires that a document, called a "death certificate," be filled out and signed. The certificate must give the cause of death and the conditions under which it occurred.

Certificate to Sign

If a person dies of natural causes and a physician was in attendance, the doctor makes out and signs the death certificate.

If, however, a death occurred from an accident, from an injury, or in any other case where there was no physician in attendance, it then becomes a case for the Coroner. He must also be called into any death case in which violence was involved, such as suicide and homicide. In all such cases he must sign the death certificate and specify the cause of death. And in most cases, it is not easy to answer accurately the question, "What caused this person's death?"

Expert Assistance

Should you visit our Coroner's office, located on the Merchant Street side of the Hall of Justice, you would find it to be a busy place. You would see doors marked, "Autopsy Surgeon," "Pathologist," and "Toxicologist." Behind these doors are the experts who help the Coroner find out the cause of death.

Another door is marked "Inquest Room." This is where the Coroner's jury meets about twice a week. The Jury, consisting of from 6 to 11 citizens, holds an "inquest" at which they hear the facts that have been discovered by the Coroner's experts, and also hear the testimony of any witnesses the Coroner has called in to question. The Jury then gives its verdict as to the cause of death; the verdict is entered on the death certificate, and the Coroner signs it.

Release of Body

During the investigation and inquest the body of the dead person has been kept in the Coroner's storage plant. With the Jury's verdict and the signing of the death certificate, the body is released to the undertaker designated by the relatives. In cases where there are no known relatives, the Coroner turns the body over to an undertaker who has a contract with the city to handle such cases.

In 1952 the Coroner was called in for consultation in over 3,100 death cases —about one-third of all the San Francisco deaths.

Under Civil Service

Most of the counties of California elect their Coroners. In San Francisco he, as well as all of the 28 members of his staff, are chosen by civil service examination. Our Coroner's office is under the executive management of the Chief Administrative Officer, rather than the Mayor. The Chief Administrative Officer has ruled that only physicians may take the civil service examination for Coroner.

Things to Discuss:

1. Why do you suppose the men who wrote our city charter decided that the Coroner should be chosen by civil service examination rather than by election?

2. Under what circumstances would a life insurance company be interested in a Coroner's investigation and inquest?

3. What do you think is the best way for a city to select an undertaker to take care of the dead who are either unknown or who have no known relatives?

FACTS & FIGURES ON YOUR CORONER

Office: 650 Merchant Street, in Hall of Justice

How chosen: By civil service examination. All employees are also civil service.

Salary: $7,800.

Number of employees:

3 autopsy surgeons
1 physician specialist
1 toxicologist
5 investigators
17 clerical and other personnel
27

Annual budget: $143,444.

How the money was spent: Practically all on salaries.

What his office did:

Handled 3,440 cases, in which autopsies were performed in 2,353 cases and in 1,080 cases physicians were allowed to sign death certificates after investigation by the Coroner's staff.

Of the total deaths in the city, 773 were due to violence—top three: 205 by suicide; 182 by accidental falls; and 99 by motor vehicles.

Of the 55 unknown bodies brought to the Coroner's office, 53 were later identified and the other 2 were buried as "John Doe."

Fingerprints were taken in 847 cases and forwarded to proper authorities.

Held 2,358 inquests.

4. Which is best—the Coroner's Jury being composed of laymen or experts? Why?

5. Why is the Coroner necessary from the standpoint of law enforcement and justice? Can you think of some cases in which the Coroner and the Police Department would work together?

6. What is the difference between a Jury, a Grand Jury, and a Coroner's Jury?

7. Frequently the death certificate states that the person died of "natural causes." What might some of these be?

Things to Do:

1. Look up the dictionary definition of homicide, inquest, autopsy, toxicology, and pathology. Discuss relation of each to Coroner's office.

2. Make an appointment to interview the Coroner. Report to class.

CHAPTER 5

Seven Who Save Millions

Put a pencil dot on a piece of paper. Does that dot increase the paper's weight? Yes, and there is a man in our city government who could weigh that dot. He is our San Francisco Sealer of Weights and Measures. The scale that can record such a tiny bit of weight is a four-foot high instrument that cost $3,200. It stands in the Sealer's office.

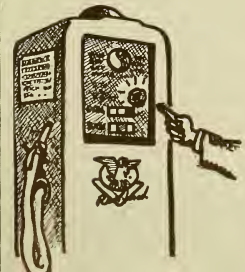
It's not much of an office—just a few rooms in the basement of the City Hall—but the seven men who work out of that office provide one of your city's protective services that saves shoppers and businessmen millions, yes, millions of dollars a year.

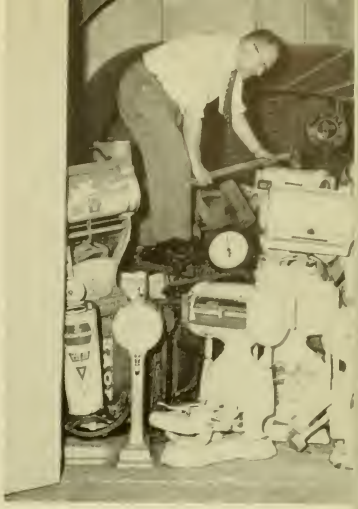
Has Seen Them All

Key man in this office is the Sealer, who gets his job by civil service examination. Our present Sealer has had 18 years experience in the weighing and measuring business, and has seen in operation nearly every cheating device imaginable. His inspectors are also civil service employees. As with the city's Agricultural Department, the Weights and Measures Office is under the executive management of our Chief Administrative Officer.

Look For The Seal

Next time you go to a market or store look for the paper sticker about the size of a silver dollar that is pasted on the face of every scale. This is visible evidence that the scale has been tested for accuracy and "sealed" by an inspector from your Sealer's Office; proof that the scale will show honest weight. All commercial weighing and measuring equipment, including gasoline pumps, are checked by the Sealer's Office.





The Sealer of Weights & Measures puts his mark of disapproval on seized illegal equipment. Eventually a court order will be obtained and the stuff will be hauled to the city's corporation yard, smashed, and sold for scrap.

Recently he cracked down on a gas station operator who was counting the final fraction of a gallon as a full gallon when a motorist said, "Fill 'er up." The buyer was paying for a gallon, but getting only part of it.

Fix It Or Lose It

When an inspector finds a faulty scale, the owner is warned to have it fixed. If he fails to do this within a reasonable time, the City hauls the scale away to the Seale's storeroom. It's as simple as that. The Sealer's storeroom is stacked high with over 500 crooked scales, meters, and pumps that have been confiscated by his inspectors in a two-year period.

Eventually a court order will be obtained to dispose of them. Then they will be taken to the city's corporation yard on Army Street, demolished, and the metal sold for scrap.

Our Sealer has some advice for shoppers: First, look at the scales when you are buying by weight. A crooked clerk can easily overcharge if the shopper has been looking elsewhere. Secondly, always ask the weight, then multiply this by the price per pound to see if the total is too high.

FACTS & FIGURES ON YOUR SEALER OF WEIGHTS AND MEASURES

Office: Room 6, City Hall

How chosen: Sealer is appointed by the Chief Administrative Officer to hold office at his pleasure. All other employees are civil service.

Salary: $7,800 per year.

Number of employees:

6 inspectors
1 Farmers' market Master
3 clerical personnel
—
10

Annual budget: $41,040.

How the money was spent: Practically all for salaries.

What his office did:

Sealed 14,440 scales; adjusted 2,944; condemned 1,056; confiscated 97.

Sealed 3,906 gasoline pumps; adjusted 159; condemned 418; confiscated 14.

Re-weighed and inspected merchandise in 241,228 containers; found 14,811 short-weight.

Visited 11,267 establishments and issued 11,925 certificates.

Received and adjusted 46 complaints.

Things to Discuss:

1. Consider this statement: "Any scale that does not show honest weight has been tampered with by the owner." What is wrong with this remark?

2. Why do you suppose the men who wrote San Francisco's charter decided to have the Sealer of Weights and Measures, as well as all his staff, chosen by civil service examination?

3. Why do business men finance the cost of operating the Better Business Bureau?

Things to Do:

1. Visit the office of the Sealer of Weights and Measures in the basement of the City Hall on the Grove Street side. They will be happy to show you the collection of old and new type weights, measures, and graduates; the room filled with a collection of confiscated equipment; and the collection of odd measuring devices, some honest and some crooked. Report to class.

2. Visit the Better Business Bureau, 420 Sutter Street. Ask them about instances in which they and the Sealer have worked together to catch weights and measures violators. Report to class.

3. Visit the National Bureau of Standards, Old Mint Building, Fifth and Mission Streets. Get a copy of the "inaccuracy limit of tolerances" list for scales. Study, then explain to class.

CHAPTER 6

Help For Everybody

Were you born in San Francisco?

If you were, your Health Department recorded it. And when you die, after what it is hoped will be a long, useful, and happy life as a citizen of San Francisco, the Health Department will record that fact also.

Your Health Department is on the job from the cradle to the grave, but in many other ways beyond simply keeping birth-death records.

Think of a few sudden calamities that might strike you. A pan of boiling water tips off the stove, scalding you; while you are peeling potatoes the knife slips, cutting deeply into your hand; you fall downstairs, wrenching your back; you are run down on the street by a speeding car.

Emergency Aid

Help is as near as a telephone. A call to the Health Department will bring one of the 14 emergency ambulances to your aid, and you will be taken to one of the 6 emergency hospitals where a doctor and registered nurse are on duty in each at all times. Do you know the location of the emergency hospital nearest your home? Nearest your school?

In addition to caring for those who are injured, the emergency hospital service helps secure medical care for persons who are ill and who do not have a doctor.

General and Special

Most of you have ridden by the San Francisco Hospital on Potrero Avenue between 21st and 23rd Streets—one of the City's largest hospitals, with a capacity of 1,400 patients. It is known as a "general hospital," meaning that it treats all types of diseases, but it is also a "special hospital" because it is not for the use of all citizens, except in emergency cases.

Your San Francisco Hospital is intended for the care and treatment of those citizens who cannot afford private hospitalization. By law, the Director of Public Health is required to determine whether or not a patient is able to pay all or part of his hospital bills. A Social Service Division in the Health Department makes these required investigations.

EMERGENCY HOSPITALS

Alemany—Alemany and Onondaga

Central—135 Polk

Harbor—88 Sacramento

Mission—22nd and Potrero

Park—Stanyan near Waller

Ocean Beach—Great Highway near Sloat Boulevard

Blood Bank

The Hospital operates its own blood bank for patients who need blood transfusions. If a patient receives blood from the bank, he must ask a friend or relative to donate the same amount of blood to the bank for replacement. If the patient is able to do this, no charge is made for the blood transfusion.

Citizens Realize Responsibility

Out on Seventh Avenue, across from the Forest Hills railway station, is the Laguna Honda Home—"home" for over 2,000 aged San Franciscans, about half of whom are confined to hospital beds. Laguna Honda is more than a group of buildings in a park-like setting—it is visible proof that San Francisco citizens realize their responsibility toward their aged fellow-citizens, and are spending a million and a half dollars each year to provide

"Did I gain weight?" asks this little boy, as his school's public health nurse points to a nutrition picture.

Heart murmur? Securing an electrocardiogram at the Health Department's diagnostic center.

This young lady is getting a free chest X-ray at the Public Health Department's headquarters, 101 Grove Street.

a home for these old people where they receive medical care, dentistry, carefully prepared diets, and occupational therapy. What is "occupational therapy"?

The Christmas Seals Truck

You are a student.

The Tuberculosis Association truck visits your school, takes your chest pictures, and it is discovered that you have tuberculosis.

Thousands of San Francisco young people have obtained chest X-rays in these mobile units that call at schools.

Your parents immediately get in touch with your family physician and he may recommend that you be sent to a sanitarium for treatment.

Suppose your parents can't afford private hospital treatment for you? The cost of feeding, housing, and clothing you and other members of your family takes just about all your dad's weekly pay check. What to do? Where to turn?

Left, incubator babies at the San Francisco hospital. Center, mother gets advice from a Public Health Department doctor at one of the Well Baby Clinics. Right, this little girl at the San Francisco Hospital was hit by a careless motorist.

Hassler Means Help

Your Health Department is prepared for just such cases.

On a hilltop near Redwood City is the modern, well-equipped, and beautiful Hassler Health Home, where the 101 employees are furnishing the most modern medical care for the treatment of tuberculosis. Because many of the patients are between 12 and 20 years of age, two full-time public school teachers are assigned to the Home. Elementary and high school courses are given and diplomas issued upon completion of the required courses. Since "T.B." is a state-wide problem, about half the cost of operating Hassler Health Home is paid by the State.

An Ounce of Prevention . . .

Just as the Police Department strives to prevent crime and the Fire Department seeks to prevent fire, so the Health Department attempts to prevent the spread of disease.

Well on the way to recovery is this young patient at the Hassler Health Home. She learned to crochet while there.

This work is the special concern of the Bureau of Communicable Disease Control. It is divided into three divisions. How are communicable diseases spread? Where do those diseases come from? These are the questions the Division of Epidemiology tries to answer. In addition, this bureau has the job of seeing that all quarantine and isolation laws are enforced.

The second division of the Bureau of Communicable Disease devotes all its time to fighting a major public health problem—tuberculosis. The Division of Tuberculosis Control is on the constant lookout for "T.B." cases, especially those in the early stages, so that they may be properly treated. They work closely with private physicians in this campaign.

Another real public health problem is the venereal diseases. The Division of Venereal Disease Control is charged with the task of fighting these enemies of good health. Public clinics are operated for the diagnosis of these diseases and free treatment is given those unable to pay.

Only the Beginning

What agency of your city government recorded your birth? Right. And that is only the beginning of your association with your Health Department. Two entire sections, the Bureau of Child Hygiene and the Bureau of Public Nursing, devote most of their time to seeing that you grow up to be a healthy adult. Of course, your parents and your own physician play an important part in this work.

Let us look at the Bureau of Child Hygiene. For mothers with children less than six years of age the Health Department offers child health conferences to instruct mothers in the proper care and training of their infants. These medical conferences are for well children only. Vaccination against small pox and protection against diphtheria, whooping cough, and tetanus may be secured at these conferences.

HEALTH CENTERS

Alemany—45 Onondaga
Central—Room 114, 101 Grove
Eureka-Noe—498 Sanchez
Hunters Point—177 Hilltop Road
Marina-Richmond—2303 Greenwich
Mission—995 Potrero
North East—799 Pacific
Park Merced—45 Onondaga
South of Market—680 Howard
Sunset—Room 324, 101 Grove
Westside—2201 Sutter

Ready, Willing, and Able

When a youngster enters school he finds that his Health Department is already there with what is called the School Health Medical Services. Included in this program are medical examinations of all children at the time of their admission into school or of children who are referred by principals, teachers, nurses, private physicians, or parents. The School Health Medical Service conducts a tuberculosis control program for school children; provides services aimed at preventing mental illness; furnishes expert diagnosis for crippled children; and a follow-up service for children suffering from rheumatic fever. Help is available for those children with hearing, vision, and heart problems.

The Dental Health Service carries on a program emphasizing proper care of the teeth. Families who cannot afford dental care for their children may obtain fillings, cleaning, and extractions through the Dental Health Service.

Examination, Not Treatment

The Health Department's physicians do not provide treatment for school children. They merely make examinations and, when required, refer cases to the family physician or to a clinic.

Junior and senior high school athletes who participate in competetive athletics are required to successfully pass a medical examination. Such an examination may be given by one's own family physician, by a "team physician" serving schools under the California Interscholastic protection fund, or by a physician of the Health Department. All athletes must have a negative chest X-ray. The examination is good for one school year of competition.

Most Of You Know Her

Each high school has a School Nurse, but the Health Department would like to have you call her by her official title, Public Health Nurse. Public Health nurses are also assigned to elementary schools on the basis of 1,500 youngsters per nurse.

Your school nurse is only one of a group of people who are interested in your health and its relation to your school life. She works closely with the school physician, your parents, your teachers and counselors, and your family physician. She is concerned about your health education—to teach you how to stay healthy.

Community Health Centers

She is a member of your Health Department's Bureau of Public Health Nursing which operates the 11 Public Health Centers in the City.

In each of the Health Centers there are Public Health Nurses who are assigned to a certain district. They are responsible for helping all the families in their districts in solving their health problems. She shows them how to protect themselves from disease and how to care for themselves when they are sick. In addition, she is charged with the task of helping to control communicable diseases in her district and to assist mothers protect and improve the health of their children.

These dentists at the Dental Clinic volunteer their services in the morning, attend to their own private practice in the afternoon.

City College students in Hotel and Restaurant Management listen to the Director of Public Health as he tells them about sanitation.

Eating Out With Safety

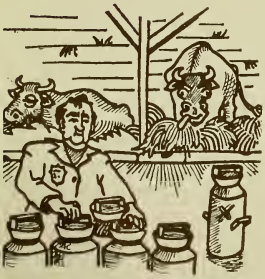
"Let's eat out tonight," is a favorite expression among many San Francisco families. This remark is no reflection upon Mother's cooking ability — San Franciscans just like to "eat out." They know that they may choose from among hundreds of restaurants, some famous the world over. They know they can

eat food prepared with the "foreign touch" of any number of countries. And to see that the food served to people who "eat out" is pure, and is prepared and served according to proper sanitary safeguards, your Health Department again steps into the picture by providing another protective service for you.

Five sections are grouped together to make up the Sanitary Inspection Services of San Francisco. These are the Division of Market and Food Inspection, the Division of Housing and Industrial Inspection, the Bureau of Dairy and Milk Inspection, and the Bureau of Plumbing Inspection. All public eating places, as well as all food manufacturers, all kinds of food stores, and all meat, fish, and poultry markets must obtain a permit from the Health Department. Inspectors check on all public eating places at least once a month, and make daily inspections of sausage factories and other meat processing plants.

All In A Day's Work

Does this theater, this office building, this factory have proper ventilation and toilet facilities? Is this swimming pool clean? Does this boarding house operate under proper sanitary conditions? Is the garbage disposal correctly handled in this apartment house? Is this horse-back riding stable meeting all sanitary requirements? Is this building in such a dangerous and unsanitary condition that it should be condemned? Answers to questions such as these are all in a day's work for the inspectors of your Health Department.



Top, "swab test" in a restaurant. The Health Department's laboratory will make a microscopic examination of this swab for bacteria. Center, testing milk samples, foods, and meats is all in a day's work for the Health Department laboratory. Bottom, at least three times a term all public and private school cafeterias are inspected by this lady inspector of the Health Department.

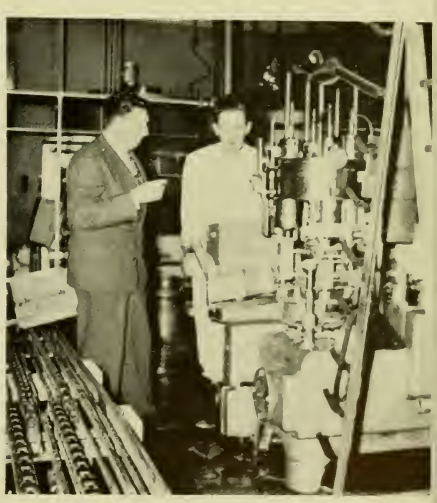
Some of your Health Department inspectors do most of their work outside the City. They are the men of the Bureau of Dairy and Milk Inspection. Every dairy farm supplying milk and cream to us is inspected at least once in a two-month period. This inspection covers all buildings, animals, water supply, and the handling of milk from the time it is drawn from the cow to the moment it is shipped. Here in San Francisco other inspectors supervise the pasteurizing and processing of milk and milk products.

Is your father a dealer in gas appliances? Is he a plumber? If so, he must be licensed by the Health Department, which also enforces the provision of the Plumbing and Gas Appliance Code by inspecting such installations in new and old buildings.

Twice a day inspectors of the Health Department visit all the city's sausage plants, check on the quality of the product as well as sanitary conditions in the plants.

Seeking Answers

Another section of your Health Department consists of the Public Health Laboratories. They are constantly making tests to assist your doctor find the causes and reasons for sickness; assembling scientific information so that communicable diseases may be controlled; and testing food, milk, drugs, insect sprays, cosmetics and other substances —all for the protection of your health.



Enforcement of the sanitation regulations of the San Francisco Milk Code is the job of this Health Department inspector. He and other inspectors make daily visits to all milk processing plants.

Man at the Top

The head of this large and important department, with its many bureaus and divisions is the Director of Public Health. He is appointed by that man we've met before in our reading, the Chief Administrative Officer. The Director of Public Health does not serve for any fixed term, and may be "fired" at any time by the Chief Administrative Officer. The Assistant Director of Public Health, the chiefs of the various bureaus and divisions, the superintendents of institutions, and all other employees of the Health Department are chosen by civil service examination.

Each family, each individual citizen wants to live in a healthy city. They want their city to provide emergency help when they are hurt or sick; to furnish medical aid for citizens who can't affort to pay for it; and to "take care" of its aged.

Citizens Advise

Is San Francisco such a city? Is it doing the best it can with the taxpayers' money that is allotted to the Health Department? Can it do better? Can it furnish more services to the citizens?

Someday you may have to answer these questions, because the men who drew up San Francisco's "constitution" (our Charter) provided for a citizens' Health Advisory Board to study the Health Department, and to make recommendations to the Director of Public Health and to the Chief Administrative Officer. This board is not in operation at present.

Your good health is important to a long and enjoyable life. San Francisco is spending about 12 cents out of every tax dollar to make your city a healthier place in which to live.

What health habits and rules do you yourself follow?

FACTS & FIGURES ON YOUR HEALTH DEPARTMENT

Office: Health Center Bldg., Polk and Grove Sts.

Organization: A Director of Public Health, a medical doctor, is appointed by the Chief Administrative Officer to serve at his pleasure.

Salary: Director receives $15,000 per year.

Number of employees:

479 nurses
99 doctors
56 internes
34 market and food inspectors
14 dairy and milk inspectors
13 dentists
10 bacteriologists
1,607 clerical, maintenance, others
2,312

Annual budget: $11,170,513.

How the money was spent: (approximate figures—largest expenditures only)

Salaries	$8,200,000
Foodstuffs	1,200,000
Materials and supplies	770,000
Medical care—crippled children	270,000
Care of feeble-minded	180,000
Psychiatric care and treatment	180,000

Part of each tax dollar allotted to Health Department: 12 cents.

What they did:

Made 141,917 market-food inspections.
Obtained convictions in 43 cases of adulterated ground meat.
Made 43,734 inspections of dwelling units in Western Addition.
Made 1,500 housing-industrial inspections.
Over 240,000 tests made by Laboratory Division.
Handled 24,950 admissions to County Hospital.
Admitted 805 patients to Laguna Honda Home.
Conducted 36 well-baby conferences in 17 different locations.
Cripple Children's Bureau provided care for 2,106 children.
Provided assistance to 94,499 persons through the Emergency Hospital Service.
Operated Hassler Health Home at 100 per cent capacity—262 beds.

Things To Discuss:

1. How strict would you be in determining who should be given medical treatment at the San Francisco Hospital? At the Hassler Health Home?

2. What are Communicable Diseases? Why are the citizens as a **group** interested in their control? What are the quarantine and isolation laws?

3. When the Health Department recommends condemnation proceedings against a rooming house or apartment building, what does that mean?

4. Should the Director of Public Health be elected instead of appointed? Why? What qualifications should he have? Would civil service examination be the best way to select him? Why?

5. Is civil service examination the best way to select the Health Department employees? Why?

6. Should all food handlers in public establishments be required to take a health examination periodically? The answer is "No." Why?

7. Three large bureaus of the Health Department are referred to as the **Preventive Medical Services.** What might some of their work be?

8. What might a Health Department inspector look for in a restaurant? In a food store? In a meat, fish, or poultry market?

Things To Do:

1. Visit the Hassler Health Home. You will be amazed at what they are doing for many young San Franciscans. Find out the origin of the Home's name.

2. Visit one of your Emergency Hospitals. Talk to one of the nurses or stewards. They have had many interesting experiences. Perhaps an emergency call or case will come in while you are there.

3. Visit your district's Public Health Center. The nurse there will tell you of the many services provided by the Center.

4. See your own school nurse. Ask her about her training, her experiences, her most frequent recommendation to students concerning their health.

5. Talk to a restaurant operator. Ask him about all the health and sanitation rules he must observe. Report back to the class.

6. Talk to a store owner or a meat market man about the sanitation rules he must observe. Report back to the class.

7. Visit one of the large dairy company plants here in the City. See how carefully they control the purity of milk and milk products. Report back to the class.

8. Look through your home medicine cabinet. Are there any bottles not clearly marked as to their contents? Are the bottles containing poison set off by themselves? Is your father's tube of shaving cream near the tube of toothpaste?

Acknowledgments

Background material for this booklet was obtained mainly from two sources—the annual reports that city departments are required to make to the Mayor in accordance with Section 20 of the Charter, and the monumental 118-page research project, "The San Francisco Plan of Government" by Mr. Clarence Leal, curriculum assistant, San Francisco Unified School District. What would have been a difficult task was made comparatively easy because of the wealth of information contained in Mr. Leal's book.

To Dr. Morris Williams, Coordinator of Secondary Education, and to my fellow-workers in the Curriculum Laboratory, I am indebted for helpful criticism, ideas, and, on frequent occasions, caustic comments.

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* * *

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Booklets In THE CITY Series

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II Services of Convenience

III Services For Beauty, Enjoyment, and Security

IV Services For Guiding and Training Young Citizens

V Government, People, and Money

VI Your Place In Your City's Government

The City

Booklet II — Services of Convenience

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

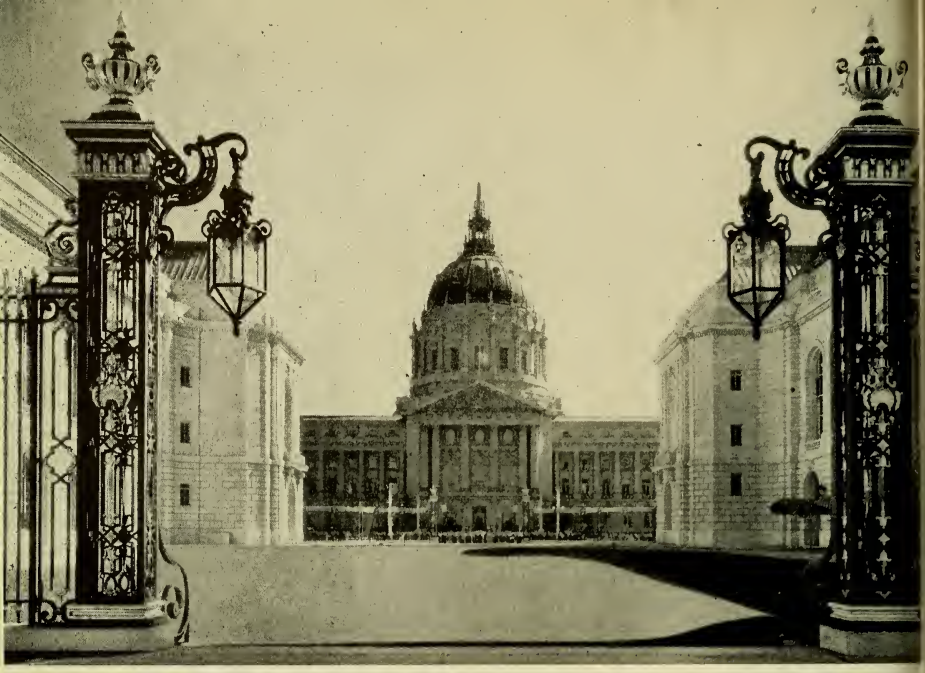
You are about to read another booklet about your city's government.

It is the second of a series of six being prepared for use in senior civics with the aim of presenting to young San Franciscans an understanding of their local government and of their important place in that government.

Since the days of the Gold Rush, westerners have thought and talked of San Francisco as "The City." We in the secondary schools are proud to have this opportunity to explore with our students the factors which have made San Francisco what it is, and which justify its continued right to be called "The City."

EDWARD H. REDFORD
Assistant Superintendent

MORRIS WILLIAMS
Coordinator, Secondary Education



The City

A series of six booklets describing the government of the City and County of San Francisco

BOOKLET II. SERVICES OF CONVENIENCE

By J. W. Patterson

Secondary School Division
San Francisco Unified School District
San Francisco, California
1953

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

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Morris Williams, *Coordinator, Secondary Education*

Introduction

Early San Francisco had no water system.

To get water a citizen sank a well, obtained it from springs or streams, or bought barrels of it from water barges that came over from Sausalito.

Early settlers had no transit system.

They walked a few blocks to work, to stores, to church. A few rode on horseback or in carriages. Their lights were candles, oil lanterns, and lamps. Their homes, offices, stores, and government buildings were heated by stoves. Streets were alternately dusty and muddy, depending upon the weather. Sidewalks, when there were any, consisted of wood and were built by each property owner as he pleased. Sewers? An airport? Parking promlems? Traffic signals and parking meters? No.

As our city's population increased, the difficulties, the inconveniences of living in such a settlement multiplied.

Men of vision asked themselves, "Can't our government do more for us than it does? Can't some of these things we are doing, and doing rather poorly as individuals, be done better for us by our government?"

Booklet I of "The City" described the protective services the citizens of San Francisco have, by law, ordered their government to provide them. In this, Booklet II, you will learn of more activities that the voters assigned to their government—the providing of services that are mainly for convenience.

The mere fact that the voters have *ordered* their government to do certain things for them is not complete assurance that such services will be provided in the most efficient manner.

Good government is not automatic. You don't push a button and, presto, good government comes out of a machine, all nicely wrapped in cellophane. Good government consists of selecting the right people to do the jobs that have been assigned to the government. Equally important, good government comes from vigilance and from watchfulness on the part of the citizens to see that their government *is* performing its work as efficiently as possible.

To learn how this business of your city's government works, what it does, and your place in it is the purpose of this series of six booklets.

—J. W. P.

Booklets in THE CITY Series

I. Protective Services

II. Services of Convenience

III. Services for Beauty, Enjoyment, and Security

IV. Services for Guiding and Training Young Citizens

V. Government, People, and Money

VI. Your Place In Your City's Government

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CHAPTER 1

It's Your Money

Have you any money invested in a business?

If your answer is "No," you are wrong.

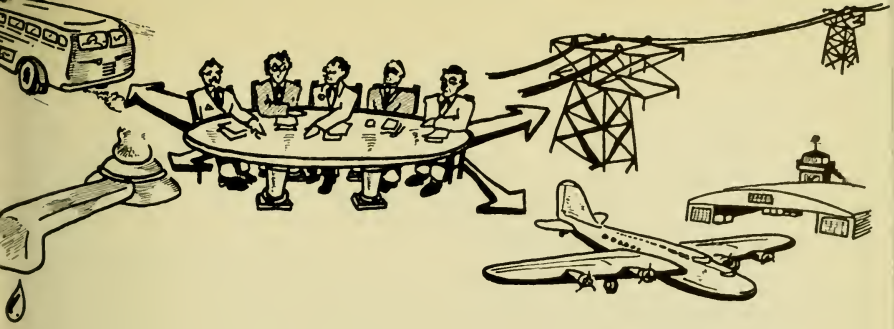
You, your father, your mother, your classmates, and all other San Francisco citizens own a water system, an electric power producing plant, a railway, and an airport.

The money for these investments is obtained by borrowing money (issuing bonds), by collecting money from those who use these facilities, and by means of taxes. There are two principal kinds of local taxes. Persons who own property—a home, a flat, a store, an office building, a factory, a lot—pay a tax on the "assessed" value of their property. In 1952 the tax was $5.67 for every hundred dollars' worth of the assessed value. The other source of money is the City retail sales tax. For every dollar's worth of goods purchased, except food, the tax is one-half cent per dollar.

Your Board of Directors

These businesses, of which you are a part owner, are run for you by five men appointed by the Mayor to serve for five year terms. They constitute the Public Utilities Commission. They are like the board of directors of a company, but with this important difference: They may be "fired" by the Mayor if he gets the approval of three-fourths of the Board of Supervisors, or by voters by means of a process known as the "Recall."

The Public Utilities Commission has more independence than do other boards and commissions because it has certain particular powers that are granted to it by San Francisco's "constitution"—the City Charter. It hires and may fire the man who actually runs these businesses for you, the Public Utilities Manager. It fixes utility rates and fares, subject to review by the Board of Supervisors. It settles and adjusts all claims arising out of the operation of any utility. It collects all monies for utility services and oper-



ates its own accounting system under the general supervision of the Controller's office.

"How's business?" is a frequent question when two businessmen meet.

What would your answer be if you put the same question to the men managing your city businesses?

Water Department

If you phoned your Water Department the answer might be, "Things are fine over here. We are paying our way this year, just as we have been doing every year since 1930 when we took over the privately-owned Spring Valley Water Company. In fact, we made $643,000 over our operating costs this year (1950-1951). We picked up 2401 new customers, sold over 11 million dollars' worth of water, spent over a million and a half dollars on new construction, and paid off about two million dollars' worth of bonds. Our walnut grove near Sunol made a profit of $32,000, and our leasing of land for cattle grazing and crops was, as usual, profitable. We raised our rates to our Peninsula customers who re-sell water, but our rates here in the City still remain ten per cent less than they were in 1925."

Hetch Hetchy System

A "How's business?" question to your Hetch Hetchy manager might bring forth something like this: "First off, we made nearly $400,000 profit for you from the sale of water and power. We're doing all right on the building of the new Cherry Valley Dam on the Tuolumne River with the help of our partners, the Turlock and Modesto Irrigation Districts and the Army Engineers. Your new San Joaquin Valley pipeline is finished. We are continuing to furnish electricity to the Municipal Railway, for street lighting, and for public buildings. This year we did quite a bit of engineering work for your Airport."

FACTS AND FIGURES ON YOUR PUBLIC UTILITIES COMMISSION

Office: Room 287, City Hall

Meetings: 5 p.m. every Monday

Membership: Five members appointed by the Mayor to serve 5-year terms with annual salary of $1200 each. Commission appoints Manager of Public Utilities to handle over-all operation, a General Manager and Chief Engineer of Water Department, a Manager and Chief Engineer of Hetch Hetchy, and all bureau chiefs. All other employees are civil service.

Yearly salaries of key employees:

Manager, Public Utilities	$20,400
Manager, Municipal Railway	16,800
Manager, Water Department	16,800
Manager, Hetch Hetchy	13,500
Manager, Municipal Airport	14,700
Manager, Bureau of Light, Heat and Power	11,196

Annual Budget (1951-1952): $47,448,000.

Source of each budget dollar (approximate):

Municipal Railway fares	38c
Water Department sales	24c
Hetch Hetchy electricity sales	8½c
Water Department payments to Hetch Hetchy for water	7¼c
Other city departments payment to Bureau of Light, Heat, and Power for gas and electricity	4c
Airport income, rentals, etc.	2c
Water Department, commissions and rentals	½c
Municipal Railway advertising cards	¼c
Miscellaneous revenue (including walnut grove sales by Water Department)	⅓c
Prior year's surplus—all PUC activities	4c
Tax money—for all PUC activities	11c

Where each budget dollar went (approximate):

Salaries and wages	37c
Paying off bonds, including interest	24½c
Standby charge and water purchases	7¼c
Electricity and gas for public buildings, street lighting, municipal railway, and other city departments	6c
Materials and supplies	5c
New construction, additions, and betterments	4½c
Unappropriated revenues, transferred to surplus	4c
Purchase of power for resale, service charge, and rental of transmission line	3c
Municipal railway passenger and damage claims	2-2/5c
Heat, light, and power	1-4/5c
Tire rental—Municipal railway	3/5c
Miscellaneous	2¾c

Municipal Railway

Most surprising news from another one of your businesses, the Municipal Railway, is that it is beginning to pay its way after years of losing money. The raising of the fare to fifteen cents, plus operating economies, is the reason.

International Airport

Your final phone call in checking up on your businesses would be to JUniper 5-0347—the Airport. "Business is booming," might be your manager's reply. "We've moved more passengers, freight, and airmail than ever before. Work is progressing on the new terminal you voted the bonds for, as well as the other improvements. We hope to get the two million dollars of tax money we'll need next year to keep operating and to pay our bills."

City's Business Leads All

For over 50 years our city has been following a policy of public ownership of public utilities. This plan was first set forth in the City Charter of 1900 and was carried over to our 1932 Charter under which we now govern ourselves.

Today, the biggest business enterprise in San Francisco is yours. Your "board of directors," the Public Utilities Commission, operates properties worth over 250 million dollars; spends a budget amounting to over 47 million dollars; and employs 4000 of your fellow-citizens.

From time to time your Public Utilities Commission must ask its "stockholders"—the voting citizens—to decide matters affecting the operation of their business.

And when you become voters you, too, will be called upon to decide such matters. The future of your Public Utilities System is in your hands.

CHAPTER 2

Journey's End

The classroom bell rings, signaling the end of your Civics period. Passing down the hall you casually stop for a drink of water.

Wouldn't you be surprised, and annoyed, if no water bubbled out of that fountain?

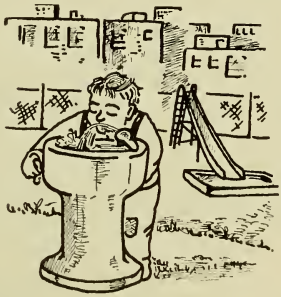
But it *does*—because your City government is on the job, performing another one of many tasks that have been assigned to it by its citizens.

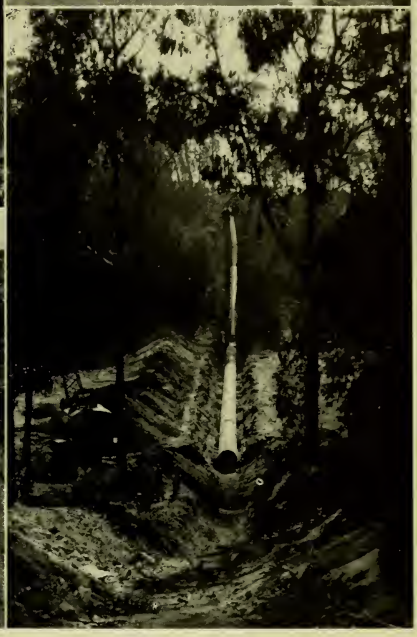
Your San Francisco Water Department and the Hetch Hetchy system brought you that drink of water from the great O'Shaughnessy Dam in Yosemite National Park, through hundreds of miles of pipeline and tunnels, across five counties, over the lower end of the Bay, into Crystal Springs Lakes, to pumping stations and reservoirs, and finally to you at that drinking fountain. The dam is named for M. M. O'Shaughnessy, the City Engineer who was the "spark plug" of the Hetch Hetchy system.

Not So Simple

Somebody, many somebodies, worked hard to make that simple drink of water be there when you wanted it. Things like that don't just happen. Good citizens took the initiative, put forth the effort, borrowed millions of dollars, and taxed themselves to obtain an ample, constant supply of pure water.

When San Francisco was founded in 1776, just six days before the Declaration of Independence was issued on the other side of this vast land of ours, obtaining water was a simple matter. The location of Mission Dolores was determined partly by the fact that a small steam was nearby.





Upper left: Largest dam in the Hetch Hetchy system is O'Shaughnessy in Yosemite Park. Holding nearly 200 billion gallons of water, it took three years to build, cost 8 million dollars. Upper right: One of the two water pipeline trestles south of Dumbarton Bridge. "Submarine pipes" carry the water under the navigable channel of the Bay. Lower left: More homes means more water pipes. This pipeline leads to the Sunset Reservoir. Lower right: Another pipeline slices through Sigmund Stern Grove.

At the Presidio, springs provided a water supply. When the Gold Rush suddenly descended upon the sleepy little village of Yerba Buena, one of the very first problems that faced the City fathers was that of finding an adequate water supply for the booming population.

A Dollar a Bucket

Water was obtained from wells, from small local streams, and from a water company that transported water in tanks on barges from Sausalito. At one critical period water sold for one dollar per bucket! Later the Spring

End of the line for Hetch Hetchy's Yosemite Valley water is this beautiful Pulgas Water Temple in San Mateo County. Here our water enters Crystal Springs Reservoir.

Final lining of a water tunnel. When th work was completed, the metal pipe (a the workman and his equipment) were moved and Tuolumne River water flow through the Coast Range mountains S Francisco-bound.

Valley Water Company was formed and created the Crystal Springs Lakes along which one drives today on the Skyline Boulevard. It also acquired additional water sources in Alameda and Santa Clara counties.

"Where there is no vision, the people perish," says the Old Testament.

Let us apply that expression to San Francisco's water supply. Citizens with vision were worried. The City was growing rapidly, yet the private water company was reluctant to spend money to develop additional water sources. What a calamity if the increasing population finally brought water rationing!

It had happened before.

It could happen again.

Mayor With Vision

But it didn't. In 1900 two factors combined to mark the beginning of the present City-owned Water Department and Hetch Hetchy system—a mayor with vision, James D. Phelan, and a new charter. The new charter stated that "public utilities shall be gradually acquired and ultimately owned by the City and County." Water was certainly a public utility.

The Mayor and the City Engineer made a survey of 14 possible water sources. The Tuolumne River system, later called Hetch Hetchy, was chosen as best—best because the water was purest, there was the greatest amount of it, reservoir sites were excellent, and there were good electric power possibilities. There was one obstacle—the river and its reservoir sites were on property of the United States in Yosemite National Park.

Persistence Brings Victory

The City applied to Washington for permission to build the necessary dams and reservoirs in the Park. For seven years the application went from desk to desk in the Department of Interior. Finally a permit was secured with almost impossible restrictions. The City's voters approved the borrowing of 45 million dollars in January, 1910, for work on the project.

Then, only a month later, the Secretary of the Interior ordered the City's permit revoked!

Dismayed but undaunted, the City took its case directly to Congress, and after a heated battle, in which "nature lovers" and representatives of irrigation, power, and private water interests opposed San Francisco, Congress passed the "Raker Act" and President Wilson signed it in 1913.

The Raker Act

Briefly, the Raker Act gave the City permission to use Yosemite Park as a source of water; required the City to permit the Turlock and Modesto Irrigation Districts a specified amount of water; and stipulated that the City develop electric power for municipal and commercial use.

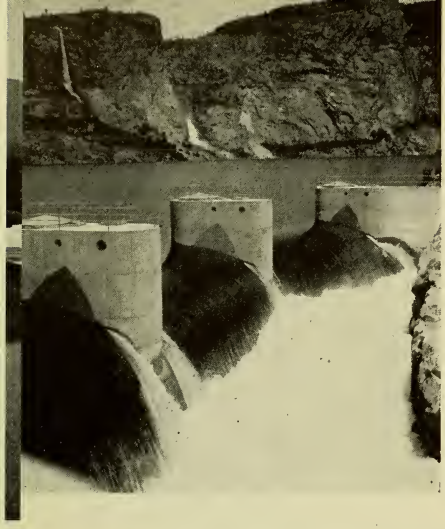
With the passage of the Raker Act, most San Franciscans breathed a sigh of relief. The City had at last received the "go" signal. San Francisco was assured of an adequate source of water for its future growth. Now all that had to be done was to bring this water from Yosemite to San Francisco.

Gigantic Project

This was a big job.

During the next twenty years roads and railroads to inaccessible reservoir sites were built; dams and power plants were constructed; tunnels were bored through mountains (one 25 miles long); pumping plants were set up; and hundreds of miles of pipe were laid.

Left: Sunset Reservoir under construction. Now roofed, it holds 90 million gallons of water, covers an area of over four city blocks. Right: Merced-Manor Reservoir. A baby, compared to Sunset, it holds less than 10 million gallons.



Beneath the water running over this O'Shaughnessy Dam spillway are movable steel gates to regulate the flow. In the background is beautiful Tueeulala Falls. A footpath and bridge leads beneath the falls for adventuresome hikers.

The privately-owned Spring Valley Water Company was bought, and at noon, March 3, 1930, City-owned water flowed from the faucets of San Francisco.

Today the melting snows of 459 square miles of Sierra watershed furnish San Francisco with water and power. Today your Water Department sells water to practically all the cities and towns in San Mateo County and to the City of Palo Alto, as well as to the towns of Pleasanton and Hayward in Southern Alameda County. A pipeline under the top deck of the Bay Bridge carries San Francisco water to Treasure Island and Yerba Buena Island. The pipeline has special joints, designed by our Water Deparhment. to overcome swaying.

Rushing for miles in an aqueduct and through tunnels, then making a vertical drop of nearly a third of a mile, the water of Hetch Hetchy strikes massive water wheels which turn these generators. The result: electric power. This is the power house at Moccasin Creek.

Does this skier near Tuolumne Pass realize that he is standing on part of San Francisco's water supply?

Today the men of your Water Department and Hetch Hetchy system, as they have done since 1914, are working to improve your water supply—building more pipe lines and reservoirs, tapping new water sources, and improving our system generally.

Low Water Rates

Since its beginning, the Water Department has been completely self-supporting, requiring no tax support.

In twenty-one years, while everything else has gone up in cost, the Department has reduced residential rates until they are now ten per cent lower than they were under those of the privately-owned Spring Valley Water Company.

The development of your Water Department and the Hetch Hetchy system is a success story. It is a story of citizens with the vision and the will to provide themselves with a vital necessity—water.

Problems Ahead

But the story is not finished. The end is not yet.

You, by your votes, will write the conclusion some day. Here is why:

Our great dams in the Sierras not only provide water, they manufacture hydro-electric power. What should be done with that power?

This is a big issue. There are strong arguments on each side, and the discussion has gone on for a long time. Involved in all of it are the United States Government, the Pacific Gas & Electric Company, and the citizens of San Francisco.

Raker Act a Weapon

In 1935 the Secretary of the Interior told the City it was violating the Raker Act by selling power to the Pacific Gas & Electric Company for distribution to consumers in San Francisco. This left the City only two possibilities: build a municipal power distribution system or buy out the Pacific Gas & Electric Company's San Francisco distribution system.

Using the Raker Act as a pistol, the Secretary of the Interior pointed it at the head of San Francisco and said, in effect: Vote for municipal distribution of Hetch Hetchy power or you and your water and power system will be put out of Yosemite National Park.

To overcome the swaying of the Bay Bridge, the Water Department designed special joints. Pipeline serves Treasure and Yerba Buena Islands, as well as bridge fire hydrants.

The citizens refused. At five different elections bond issues to buy all or any part of the Company's electrical distribution system were defeated by the voters.

Failing in its efforts to force the voters to carry out what it considered the lawful requirements of the Raker Act, the Interior Department then reached a compromise with the City.

Compromise Agreement

Since 1945 Hetch Hetchy has been operating under this compromise. Hetch Hetchy provides electrical energy for our street lights, our public buildings, and the Municipal Railway. This takes about 30 per cent of Hetch Hetchy's output. The rest of the electricity is sold to the Permanente Cement Company, the Modesto Irrigation District, the Kaiser Aluminum Corporation, and a cartridge plant at Riverbank.

The City's electric power lines now extend from the Hetch Hetchy power plants down to the little town of Newark, Alameda County. From there electricity is carried over the lines of the Pacific Gas & Electric Company to the Company's San Francisco customers.

Men of vision created the plan of the Hetch Hetchy system. Voters of San Francisco taxed themselves by means of bond issues to carry out the plan. Now the goal of an adequate water supply has been reached, but with that water has come something else—electric power.

What To Do?

If and when the Hetch Hetchy system is fully developed, a vast amount of electric power will be produced as a by-product of your drink of water.

What should be done with that electricity?

Should the City go into the power business, supplying electricity directly to the homes and industries of San Francisco?

These questions will be yours to answer.

You, as San Francisco voters, will decide the future of your water and power system.

Things to Discuss:

1. How would one define a public utility?
2. When a public utility becomes a monopoly what does that mean?
3. When a public utility is a monopoly what is the government's role in dealing with it?
4. Imagine yourself a member of the State Public Utilities Commission. A public utility requests permission to raise its rates. What factors would you have to consider in determining a fair rate?
5. San Francisco's effort to get permission to build dams and reservoirs in Yosemite National Park was fought by irrigation districts, the private power company, and the private water company. Suggest reasons why each of these interests opposed San Francisco.
6. Hetch Hetchy sells over two million dollars worth of power to the city itself and charges the city the same rate as does the private power company. What do you think of this arrangement? Is it fair for one city department to charge another city department for service rendered. Why? Such a practice is known as a "bookkeeping transaction." What is meant by that?

CHAPTER 3

Once It Was Fun

Do you remember the train you had when you were little?

Most boys had one and, perhaps, so did a few of you girls. You laid out the circular track, ran the train 'round and 'round, backed it up, stopped it at the station.

It was great fun. And it was easy. You had no passengers to worry about. You had no time schedule to figure out. There were no traffic problems. You weren't trying to make your railroad pay. And, by the time the equipment wore out, you weren't concerned about having to replace it, anyway.

Headache, First-Class

Now think ahead a few years.

You are Manager of our Municipal Railway.

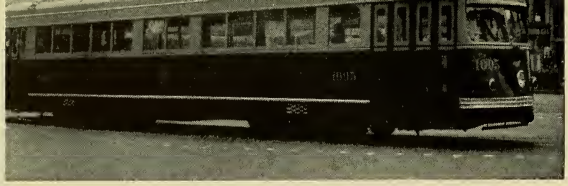
The fun is gone.

You have 1000 vehicles—street cars ,buses, and cable cars—to move over 65 transit lines to accommodate an average of 800,000 passengers a day. And some 150,000 of your passengers rush from work to get rides on the "Muni" in a 40-miuute period between 4:40 and 5:20 p.m.! You have to prepare over 300 separate timetables each year and try to fit your 2000 operators into them. Your Railway will make between 17,000 and 18,000 trips a day.

And, as if this wasn't enough, your customers will leave behind on the streetcars, buses, and cable cars each year 600 pairs of glasses, 1500 umbrellas, and 1800 pairs of gloves!

Making Money on a Nickel

The 1912 beginning of your Municipal Railway was a modest one. There was only one line, Geary Street, which was a little steam affair that ran out to the Beach. This line was converted to Municipal Railway streetcars. By 1944 it was operating twelve routes, and had accumulated a two-million-dollar surplus on a nickel



Of the 185 electric streetcars in the "Muni" stable, 40 of them look like this. Many San Franciscans wish there were more.

fare. In that year the voters approved the purchase of the privately-owned competing system, the Market Street Railway, that was quite frankly termed "a bunch of junk."

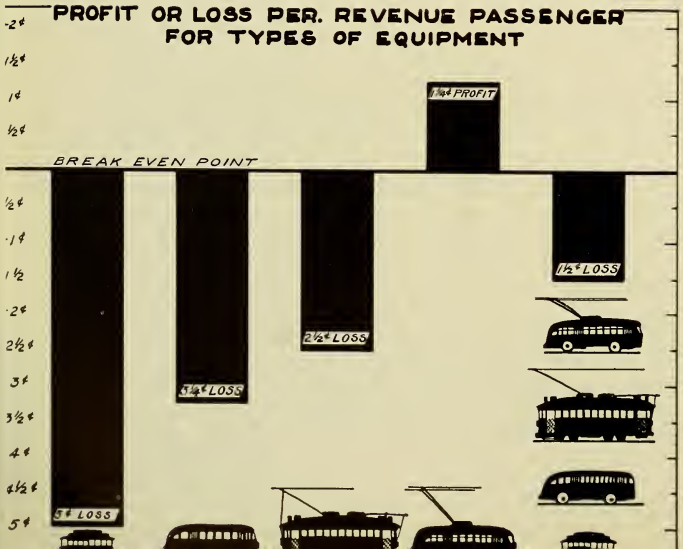
The California Street Cable Company lines were acquired in 1951, thus placing all of San Francisco's public transportation, except the Mission Street jitneys, in the Municipal Railway System.

Improvement Program

In 1947 the voters approved the borrowing of 20 million dollars for improving the "Muni." This money was used to buy 40 new streetcars, 380 new buses, and 374 new trolley coaches; to change over nineteen streetcar lines to trolley and motor coach operation; to remove 136 miles of old rails and repave the streets; to establish new routes; and to make other improvements in the Railway plant.

Trying to Pay Its Way

In recent years the "Muni" has not been paying its way—it has gone in the "red." Each year tax money has had to be used to help pay the Railway's operating costs. Since the raising of the fare to 15 cents, however, the system has been taking in enough money to pay for the cost of operating—even earning a surplus. Incidentally, the best money-makers are



Pride and joy of the Municapal Railway management is the trolley coach. Reason: It is the only type of equipment that makes a profit. The "Muni" trolley coach fleet consists of 398 vehicles, most of them new, but even the 18 that are between 11 and 16 years old are giving good service.

the trolley coaches; the poorest are the cable cars. However, many San Franciscans feel that the tourist value of the little cars more than offsets their operating loss.

Meanwhile, the "Muni" goes about its job of hauling 800,000 San Franciscans to school, to work, to visit friends, to shop, to church, and to amusement centers.

A Sensitive System

Every change in the public's traveling pattern affects the Municipal Railway. On evenings when the stores remain open more buses and streetcars must be put on runs. An upsurge or falling off in employment in a plant—the opening of a new theater or shopping center—an early school dismissal—a downtown parade—a street blocked by fire fighting equipment — heavy automobile traffic — all these affect the schedules of the "Muni."

Have you even seen 114,000 vacant seats? Well, if you strung buses and streetcars together bumper to bumper you would have a line of vehicles stretching from the Ferry Building out to the Beach, back to the Ferry Building, and still have five miles left over.

"I'd like just *one* of those empty seats," says the man who rides the "Muni" to and from his job. "Why, I stand up every single night going home!"

The Unsolvable Problem?

Here's the trouble: Those 114,000 seats are empty only during the "off-peak" hours between 10 in the morning and 3 in the afternoon, and at night after

When Andrew Hallidie boarded his invention on top of Jones Street at Clay and piloted it down to Kearny Street in 1873 he'd introduced a new type of transportation to San Francisco and the world. Today the City owns 74 cable cars, operates 5 lines.

7 o'clock. This is the reason for the "Muni's" advice to shoppers, "Shop between 10 and 3." Passenger loads on the Railway jump from about 1200 an hour at 3:30 p.m. to over 4000 an hour around 5 p.m.

Says the Manager of Utilities, "It is simply beyond the power of the Railway to move the tremendous numbers of people during the rush hours with any degree of comfort. Even if unlimited finances and manpower were available, which of course they are not, there could be little improvement because of the lack of street space to put more vehicles in the downtown area."

Most people agree that a progressive city must have good public transportation if it is to remain progressive. In some cities this transportation is furnished by private companies; in others, like ours, the city owns and operates the system.

Improved service for the City College area was offered by the "Muni" with the opening of this new waiting station at Phelan Avenue.

Sell, Lease, or Keep?

You, as a San Francisco citizen, may someday have to decide this question: "Should we sell or lease the Municipal Railway to a private operator?"

There are strong arguments in favor of city ownership and operation of public transportation. And there are equally strong arguments in favor of private operation.

The decision, if and when it is made, will be yours, the voter's. No city official, no board or commission, no Board of Supervisors will decide—only you, the voter.

Things to Discuss:

1. What formula is used in setting the hourly pay scales of Railway operators?
2. Why is it that all San Francisco streetcars must have both a motorman and conductor?
3. Which do you think would be best for San Francisco—monorail, elevated, or subway? Give reasons.
4. Parking is now prohibited on the outbound side of certain streets during the evening peak hours in an effort to speed traffic. The Municipal Railway has asked the Board of Supervisors to prohibit parking on *both* sides of four downtown streets during the evening peak hours. Why *both* sides?
5. Analyze this statement: "A street is for movement of traffic, not storage of cars."
6. Analyze this fact: In 1951 twice as much tax money was spent on the San Francisco Airport as was spent on the Municipal Railway.
7. What are the disadvantages and advantages of obtaining money by means of a bond issue? The Chief Administrative Officer has saved the City money by using "short term" bonds whenever possible. Why are "short term" bonds cheaper than "long term" bonds?
8. What are the disadvantages and advantages of streetcars, trolley coaches, and buses? Include consideration of initial cost, operation cost, maneuverability, safety, speed, comfort, and length of life.
9. In what ways must there be cooperation between other city departments, such as City Planning Commission, Police Department, Public Works Department, and Municipal Railway?

Things to Do:

1. Have a class representative visit the Railway Lost and Found Department, Presidio and Geary. The ladies there will show him the collection of lost articles and letters from some of those who have had articles returned, and tell him of unusual cases involving recovered money. Report to class.
2. Have a class representative visit the cable car rebuilding plant at Washington and Mason Streets where "We just jack up the bell and build a new car around it." Report to class.
3. Have a class representative visit one of the coach yards at 17th and Potrero, Presidio and Geary, Ocean and San Jose, or Kirkland near Fisherman's Wharf. See the automatic washer, the body repair shop, the motor repair plant. Report to class.
4. Have a class representative visit the Claim Department, Presidio and Geary, and talk to one of the claims adjusters about "claim conscious" individuals. (See "The Atlantic," May 1953, pp. 44-47.)

Pan American World Airways is one of the 14 airlines that use the Airport. Over 100,000 planes arrived at and departed from the Airport in 1952.

New York in this? When the Airport opened in 1927 this was th latest thing in passenger planes.

CHAPTER 4

Air-Minded City

Who was the first American to achieve sustained and controlled flight?

It was John J. Montgomery in 1883. He was educated and began his scientific investigations right here at the University of San Francisco, then called St. Ignatius College.

Who dropped the first aerial bomb?

It was Army Lieutenant Myron Crissey, who in 1911 took off from a field near the present San Francisco Airport. The little Crissey Field in the Presidio is named after him.

Who was the first man to take off and land on a naval vessel?

It was an air-minded mechanic, Eugene Ely, who in 1911 performed this feat from a naval vessel anchored in San Francisco Bay.

Aviation and San Francisco have come a long way together since those early days. This year more than two million passengers will use our San Francisco International Airport. There will be over 100,000 airliner arrivals and departures; about 12,000 tons of Air Mail will move through the Airport; and the Air Freight business will exceed 18,000 tons.

Slow Start, Bad Breaks

The beginning of our municipal airport was slow and, at times, disappointing. The Board of Supervisors authorized the establishment of an airport in 1926. After a careful survey of sites that were reasonably close to the City and possessed good weather conditions, the present location in San Mateo County was leased from the Mills family in 1927 and named "Mills Field."

Bad breaks dogged the Airport for its first five years, and it began to look as if Oakland Municipal Airport would become *the* airport of the Bay Area. Then, in 1932, after our Airport had been placed under the newly-formed Public Utilities Commission, it started to attract more business. Passenger, freight, express, and airmail business increased so rapidly that temporary buildings had to be constructed to handle the growing traffic.

Mighty Improvements

Today work is under way on a new passenger terminal, and in 1952 the last of four runways was completed—two north-south and two east-west. Landings can now be made no matter what direction the wind is blowing. One of the runways is 8,870 feet long and can accommodate any plane now in general use. Many other improvements have been made in the last few years.

The 14 certified air carriers operating from the Airport pay rent to the City for use of the facilities. Also located at the Airport are the Coast Guard, the U. S. Weather Bureau, and the Civil Aeronautice Authority's overseas radio station that keeps in contact with all flights between the Pacific Coast and Hawaii. A regular company of the San Francisco Fire Department is stationed at the Airport, and the San Mateo County Sheriff's office provides police protection.

Money Raising

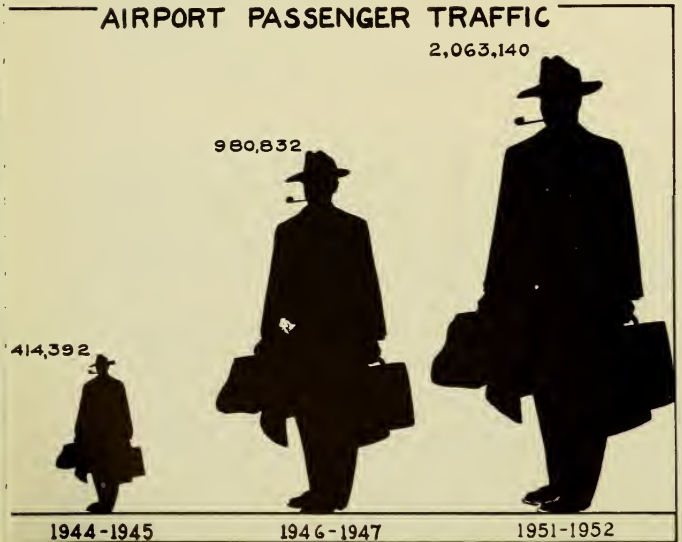
Where did the money come from that was spent to improve your Airport?

Most of it came from bond issues.

What is a bond issue?

You know that a person with a good record for paying his bills is able to borrow money. So can a city. When it needs money it can issue "bonds." These are simply promises to pay back the money borrowed, with interest, at a specified time.

When your city officials want to borrow money, that is, issue bonds, they must first get the approval of the voters. The reason for this is that



every time the City borrows money the taxes have to be increased to raise enough money to meet the installments in paying off the bonds, except for undertakings that are self-supporting from revenues.

In 1945 the voters approved or "passed" a 20-million-dollar bond issue for improving the Airport. In 1948 they refused to pass another bond issue for $8,600,000, but in 1949 they approved one for 10 million dollars.

Each year some tax money collected from the City property owners and by means of the City sales tax is used to pay off some of the bonds. In 1951, for example, over three million dollars of tax money went toward paying off the Airport bonds.

A Question For You

Today the San Francisco International Airport is recognized as the major air terminal of the Pacific. Today it is the fourth largest in the nation in number of passengers it serves. But, it is not self-supporting. Should it be?

You, as a voting, tax-paying citizen may someday have to decide this question.

Things To Discuss:

1. Recently the airlines protested to the Public Utilities Commission when the rental charges were raised on the Airport facilities they use. What arguments could the Public Utilities Commission have used to justify the increase?
2. You are a stockholder in the Southern Pacific Railroad, and you own a home in San Francisco. What might your attitude be as regards property tax money being used for the Airport?
3. It has been estimated that the aviation industry centered at the Airport brings over 50 million dollars a year in new money to San Francisco. How would you relate that figure to the three million dollars in tax money that is spent on the Airport?
4. The auto parking area at the Airport is leased by the city to a private operator who charges for parking cars. What is your opinion of this arrangement?

Things To Do:

1. There were 1,307,307 passengers handled at the Airport in the fiscal year of 1949-1950. There were 1,708,040 passengers in the fiscal year of 1950-1951. The 1950-1951 figure shows what percent increase in passengers over 1949-1950?
2. The Airport handled 1,708,040 passengers and was allotted $3,011,-738 in tax money. The Municipal Railway handled 182,536,653 fare-paying passengers and was allotted $1,062,282 in tax money for the same fiscal year, 1950-1951. On the basis of the number of passengers using the Airport, how much did each one "cost" the City's taxpayers? On the basis of the number of passengers using the Municipal Railway, how much did each one "cost" the City's taxpayers.

CHAPTER 5

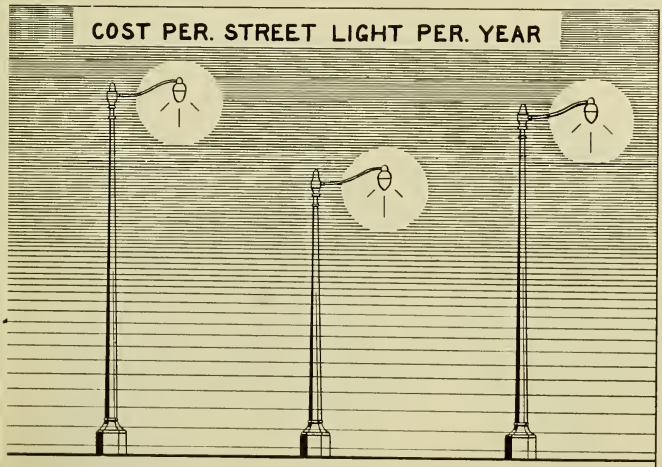
Lights With a Personality

Every street light in San Francisco has a character all its own.

Some belong to the City, others to the Pacific Gas & Electric Company, and still others are owned by both City and Company.

If the one that burns all night at your corner is City-owned it costs the taxpayer $26.52 a year; if Company-owned, $32.88; and if owned jointly, $34.08. The jointly owned street lights cost the most because expensive underground conduits were used and Federally-sponsored WPA labor was costly.

Eventually all our street lights will be owned by the City, because our "constitution"—the Charter of 1932—stipulates that San Francisco will gradually acquire ownership of the street lighting system. We now own 6,400 of the 27,350 street lights that twinkle nightly throughout San Francisco. Most of them are located in new subdivisions, along various arterials



Street light engineering is an important job of the Bureau of Light, Heat, and Power. Left: New light standards at the Golden Gate Park crossover. Right: Twin pendant type used on streets having a dividing strip.

where new street lights have been installed, and at locations where the Police Department has requested improved lighting because of traffic hazards.

Their Job

The design, construction, and operation of our street lighting system is the job of the Bureau of Light, Heat, and Power. This bureau is under the direction of the Public Utilities Commission.

In recent years the Bureau of Light, Heat, and Power furnished the engineering and supervision for the floodlighting of Kezar stadium, the fluorescent lights for the Stockton Street Tunnel, the change-over from arc to high voltage incandescent lamps on the Market Street "Path of Gold" and adjoining streets of the "Triangle District," and for many streets such as Guerrero, Third, Fulton, Bush ,Pine, and Lincoln Way. The Bureau also drew up the plans and specifications for the underground street lighting systems in big real estate developments like Parkmerced and Stonestown.

Important Other Activities

Street lighting work, however, accounts for only about ten percent of the Bureau's three-million-dollar-a-year expenditures. Under the Charter, the Bureau of Light, Heat, and Power is the purchasing agent for all the City's departments in the buying of natural gas, steam, and electricity. This runs into millions of dollars a year. The Bureau also furnishes engineering and inspection services to City departments not staffed to do this work.

FACTS AND FIGURES ON YOUR BUREAU OF LIGHT, HEAT, AND POWER

Office: 425 Mason Street.

Number of Employees: Manager and Chief Engineer, 8 engineers, 3 draftsmen, and 7 clerical.

Annual Budget: $3,156,045.

How the money was spent: Mainly for purchase of electricity and gas for street lighting, lighting of public buildings, and for other City departments.

What they did:

Provided engineering service for installation of new street lights on seven major streets.

Collected approximately half the amount of damage done to City-owned lighting installations. This damage averages $10,000 a year.

Provided engineering service for other City departments, notably the Airport and the Recreation and Park Commission.

Things To Discuss:

1. Why do you suppose City-owned street lights cost less than P. G. & E. street lights?
2. The Bureau of Light, Heat, and Power averages six requests a month for shades on the house-side of street lights. Why do you suppose they discourage the placement of these shades?
3. In what way do you suppose street lighting and burglary insurance rates are related?
4. What service do you suppose the engineering staff of the Bureau of Light, Heat, and Power might furnish the Municipal Railway?

Things To Do:

1. Have a class representative visit the Bureau of Light, Heat and Power, 425 Mason Street. See the plans for future street lighting improvements, the old and new lamps used in the Market Street "Path of Gold," the type of globe used in the battery of lights attached to the six 120-foot Kezar Stadium towers. Talk to them about the requests of citizens for shades on the house-side of street lights that glare into bedrooms. Report to class.

CHAPTER 6

Handwriting On The Wall?

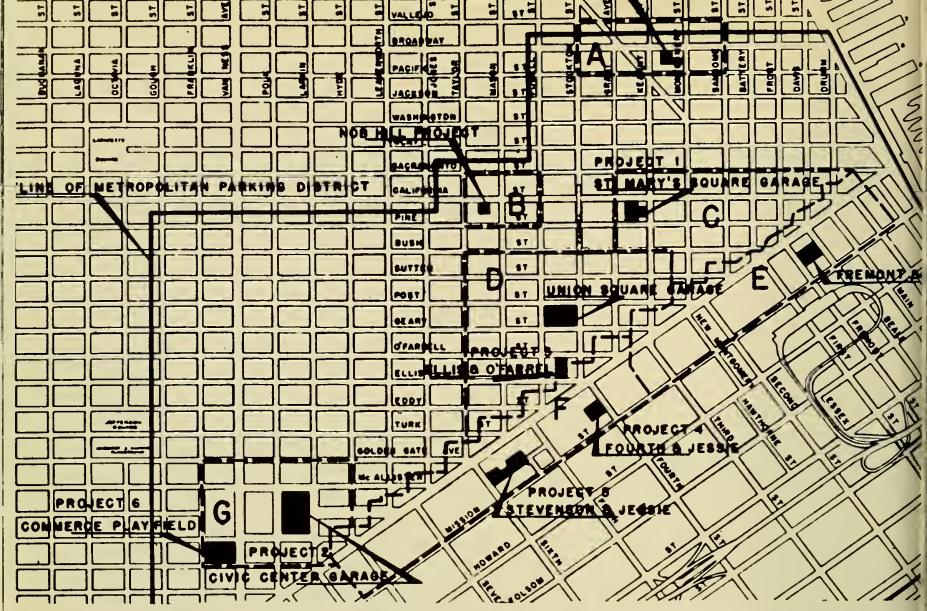
"I don't go downtown any more unless absolutely necessary," said the woman shopper. "It's almost impossible to find a parking place."

What if thousands of shoppers adopt that attitude? What if it becomes so inconvenient to park downtown that thousands of citizens stay away from the area?

Downtown San Francisco might become a "Ghost Town," suffocated and strangled by street traffic congestion.

The heaviest traffic congestion; the hardest place to find a parking spot; the location of our biggest stores is known as the Central Business District.

When a city's business district becomes choked with traffic like this something must be done or property values decline and shoppers stay away from the area. The voters, by approving a 5-million-dollar bond issue, gave the Parking Authority a "go ahead" signal to "do something" about this problem.



This map of the Central Business District shows the Parking Authority's plans for providing more off-street parking for motorists. Their goal: 6,000 parking stalls as soon as possible.

If you marked this section off on a city map, its boundaries would roughly be Third and Mission Streets to Sixth, over to Taylor, up to Sutter, down to Kearny, and across Market to Mission.

Affects Every Taxpayer

Our city government, as well as the principal businesses in this area are vitally concerned over the problem. Suppose the Central Business District stores do not get enough volume of customers to make money? What happens to the value of their property? It goes down. Then taxes on the property would have to be reduced, and the City would be short of money.

How important is this?

Well, this Central Business District, only one-half mile square, pays about twenty cents of every dollar of real estate taxes collected in San Francisco!

Doing Something About It

To deal with this parking problem our city has set up a special agency, the Parking Authority. It is composed of five public-spirited citizens appointed by the Mayor for four-year terms. They are paid ten dollars per meeting. The job of the Parking Authority is to buy property and build

off-street parking facilities primarily with the five million dollars worth of bond issue money voted by the people in 1947.

The Authority will not operate the parking facilities, but will lease them to individuals who will pay rental to the City.

Many citizens were under the impression that, with the approval of the 1947 bond issue, "presto," the Parking Authority would produce all kinds of parking facilities; that there would be a quick end to the nerve-racking routine of shoppers driving 'round and 'round the blocks of the Central Business District, looking for a place to park.

But the legal requirements of the law creating the Parking Authority have forced them to go slowly.

Opposing Points of View

There are two theories as to what the Parking Authority should do to relieve the downtown parking situation.

One of these was recently summed up by a Supervisor thusly, ". . . take some of the five million in the parking fund, buy cheap property on the *fringe* of the downtown area for open-air parking lots, instead of spending millions constructing big garages. Then we could run buses in a 'loop'

Cutaway model of the St. Mary's Square garage now under construction by the Parking Authority. Lower left is the entrance and exit on Kearny Street. The garage is within a block and a half of the city's crowded financial and insurance district.

through the downtown area, and keep autos off the streets on which the buses would run."

The other theory is the direct opposite of this Supervisor's idea.

"Is it not true," says a member of the Retail Dry Goods Association, "that mass transportation is the sole answer. Many people don't ride mass transit under any consideration. This is the automobile age, and we've got to recognize it. We need parking in *downtown* San Francisco."

Time Will Tell

Who is right? No one can say for sure.

The Parking Authority is going ahead on the downtown parking garages idea. An underground garage is now being built beneath St. Mary's Square on California Street, between Grant Avenue and Kearny Street. Plans are being drawn for a 900-car parking garage on the block bounded by Ellis, O'Farrell, Powell, and Stockton Streets. The Authority is seeking a site for a parking garage somewhere in the area bounded by Market, Mission, Third, and Sixth Streets.

They developed and have leased a parking lot on Bartlett Street in the Mission District. A plan for a three-level, 2000-car garage under the Civic Center Plaza has been submitted to the Authority by a New York firm. North Beach has been scheduled for an off-street parking area.

Meanwhile the discussion goes on—fringe area parking lots or downtown parking garages? Which are better?

Success Story

Probably the best-known public parking facility is the Union Square Garage which opened in 1942. It is not operated by the Parking Authority, but was built by the city and leased to a private operator. This four-story underground garage holds 1500 cars and has a daily turnover of twice that number. Its great financial success has attracted nation-wide attention.

The policy of the Parking Authority is that the projects must be self-supporting. Like the Union Square Garage, all the projects will eventually become the property of the city.

Things To Discuss

1. Parking of private cars is only a part of the street traffic problem of San Francisco. What are the other parts of the problem?
2. What do you suppose is meant by this statement: "Fringe parking for those who work downtown, rather than centralized parking, is the solution to the all-day-parker problem."
3. Analyze this statement: "Generally it is the employer or his employee who is the all-day parker, but these are the ones whose complaints are frequently heard about the need for more parking space for the shopper."

FACTS AND FIGURES ON YOUR PARKING AUTHORITY

Office: 500 Golden Gate Avenue
Meetings: Second Wednesday each month, 7 p.m.
Membership: Five members appointed by Mayor for 4-year terms. Paid $10 per meeting. The Authority appoints a General Manager, a Secretary, and other personnel. General Manager receives $933 per month .
Number of employees: Five
Annual budget: $28,000, practically all spent for salaries.
What they did: Operating under the State "Parking Law of 1949," and using some of the money from the five million dollar bond issue voted by the people in 1947, the Authority has now under construction an underground garage at St. Mary's Square, has developed and leased a parking lot on Bartlett Street in the Mission, has planned a 900-car garage on O'Farrell Street, is seeking a parking garage site on the south side of Market Street, and has under consideration a plan for a garage beneath the Civic Center Plaza and a plan for off-street parking in North Beach.

4. How does the increasing traffic congestion downtown affect the growth of neighborhood shopping centers like Stonestown?

5. Analyze this statement: "The parking rates in local garages and lots should encourage the two-hour parker and be high enough to discourage the all-day parker."

6. Other cities, faced with the same downtown parking jam that we have, offer free tickets to shoppers for use on public transportation on certain days. Would this idea be worth a try in San Francisco? Why?

7. In order to discourage citizens from driving downtown, a local newspaper columnist has suggested that the Municipal Railway provide free transportation all the time. Discuss the advantages and disadvantages of such a plan.

8. One section of the law that created the Parking Authority says that the Authority can't acquire a parking lot or a garage unless they intend to provide "at least three times the parking capacity provided by the existing facility." Discuss the reasoning behind this requirement.

CHAPTER 7

A Man And A Map

You've probably used a map of San Francisco at one time or another to look up a street. It was a simple matter. You looked up the name in the alphabetical list, found the street you wanted, located it on the lettered square, and that was that.

But suppose the Chief Administrative Officer appointed you Director of Public Works. Then the map of San Francisco would take on a special significance.

It is no longer just a handy guide to locating a particular street.

Now every line, every inch, every name on that map is your direct responsibility.

You are responsible for over 800 miles of streets—the design and construction of those miles. You must keep them clean and repaired. When new street construction is planned, it is up to you to see that the design is made for that work, including the sidewalks.

Above and Below

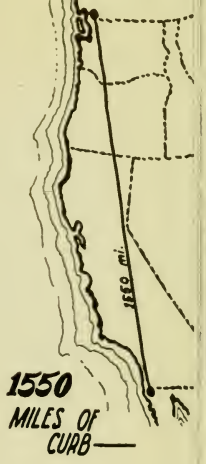
Not only the streets themselves, but everything *below* them, like the 760 miles of sewers, is your responsibility. And you're "the man to see" about everything *above* the streets, like traffic signals and the thousands of street and directional signs.

A big job?

Yes, but that is only part of it.

As Director of Public Works you would be respon-

sible for the issuance of all building permits and the enforcement of all the building codes; the improvement of public buildings; the construction and maintenance of bridges, tunnels, overpasses, and underpasses; the operation of the sewage system, including sewage disposal plants; and the conduct of the offices of City Engineer and City Architect.



Technical Know-How

The men who drew up the Charter realized that a department like Public Works required a high degree of technical know-how in order to operate efficiently. They said, in effect, "We'll let others set the policies of the department, then we can entrust to technically trained men the job of carrying out those policies free of any political control."

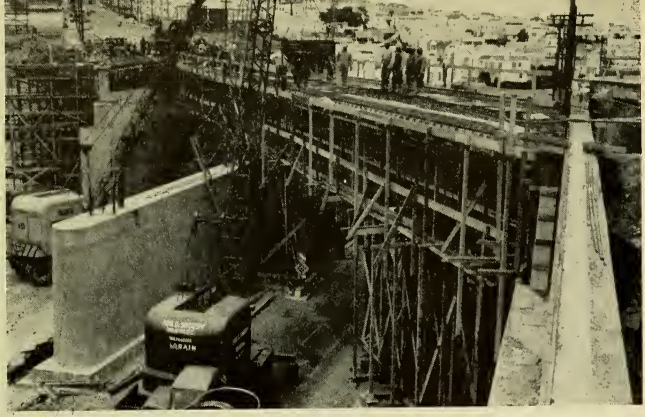
You will learn why the men who drafted our Charter wanted to do this when you read Booklet V.

The Public Works Department was placed under the City's business manager, the Chief Administrative Officer. He appoints a Director of Public Works. The Director administers the department under the control and supervision of the Chief Administrative Officer.

Under the Director of Public Works are these bureaus:

Bureau of Engineering—Head of this bureau is the City Engineer. His job is to plan and supervise the construction of public improvements such as streets, sewers, tunnels, and bridges. In recent years the contract work performed through his office has exceeded 15 million dollars a year.

Bureau of Architecture—The City Architect and his staff furnish the architectural services which city departments need when they want to repair or modernize their buildings or offices or to plan new ones. They also supervise and assist private architects who may



Ending a traffic hazard. Before reconstruction of the Mission Street viaduct 6 lanes of Alemany Boulevard traffic had to funnel into 4 lanes under the old viaduct.

be employed to design public buildings. In 1951 the City Architect's office handled architectural work for 28 million dollars worth of new construction, most of it for new public schools. The school district paid the City for this architectural service.

Bureau of Building Inspection—If you've been around a home that was under construction you may have seen the small green, blue, and pink posters which permit certain parts of the work to proceed. This is proof that this big bureau of the Public Works Department is on the job. The Bureau inspects all private construction work, including electrical installations and boilers. It also reviews and approves all plans before building work commences to see that they conform to the building codes. After the plans have been approved, the **Central Permit Bureau** issues the necessary building permits.

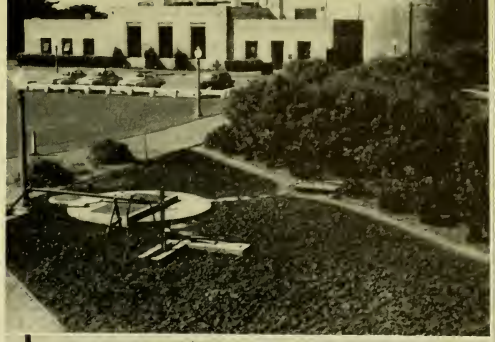
Three feet thick. That's the size of the concrete lining in the 7-million-dollar Broadway tunnel. Two years abuilding, the tunnel was opened to traffic December 21, 1952.

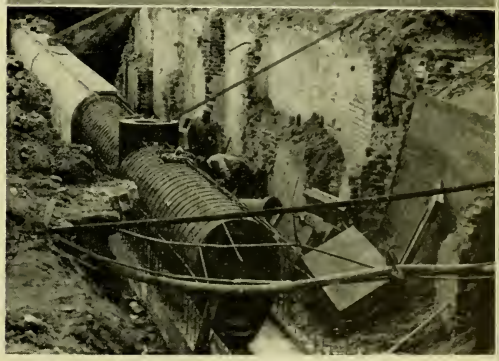
Bureau of Street Repair—Its name indicates the nature of its work. This bureau operates an asphalt plant and our three lift bridges. Can you name these bridges?

Bureau of Street Cleaning.....To this organization, San Francisco's 800 miles of streets means 1600 miles of curb that has to be kept clean. In addition they are responsible for the cleaning of 53 miles of center strips and our tunnels. A continuing headache for this bureau is the garbage tossers who dump their garbage in vacant lots and along boulevards. Heavier fines and jail sentences for these poor citizens who litter the streets and lots are helping, but the problem will not be completely solved until every citizen realizes his civic responsibility.

Bureau of Sewer Repair—This bureau maintains and repairs the sewage collection system which includes sewers, catch basins, manholes over 12,000 of them—and sewage pumping stations.

Bureau of Building Repair—This agency provides minor repairs and painting for all city-owned buildings and furnishes janitor service for the City Hall, Hall of Justice, police stations, and certain other public buildings.





Top: New Richmond-Sunset sewage treatment plant in the southwest corner of Golden Gate Park. It is one of 3, the others being North Point at the foot of Bay Street and at the corner of Phelps Street and Jerrold Avenue. Center: This Sloat Boulevard widening and landscaping work shows one of the left turn "storage lanes," a San Francisco invention. Bottom: When installing reinforced concrete sewers in Oak Street workmen uncovered an old brick-lined cable car turntable structure at Broderick Street.

Pride in their city? The citizens who tossed their garbage along Alemany Boulevard didn't seem to care. How can this practice be stopped?

Such varied activities would be difficult to keep track of were it not for another bureau in the Public Works Department. This is the **Bureau of Accounts** which maintains a cost accounting system for all the budgeting and financial activities of the Department.

For Those With Complaints

As you have just read, the Public Works Department makes various inspections and issues permits after these inspections. Other departments of the city government also issue permits and licenses.

But suppose a permit is denied or revoked by a city department?

What can a business man or builder do about it?

He can take his case to the Board of Permit Appeals. This board is a separate part of the City government. It consists of five citizens appointed by the Mayor for 4-year terms. They are paid $15 each per meeting. The board's job is to investigate each case brought to its attention by a complaining citizen and render a decision. In order to override a decision of a City department regarding a license or permit, the board's vote must be at least four out of five in favor of the complainant.

In a year's time the Board of Permit Appeals hears about 50 cases. This low number of complaints is evidence that the licensing and permit-issuing departments of the City government are doing a careful job.

Confusion and Turmoil

The many jobs performed by the Department of Public Works are evident to all of us—if we think about it. But, like many of the activities of our City government, we are apt to accept them matter-of-factly until they are called to our attention or something goes wrong.

Imagine the turmoil, the complications, the confusion, and annoyance that would arise in our day-to-day routine of living in San Francisco if there were no Public Works Department!

But, because of this department, the things that we couldn't do for ourselves or could do only at considerable inconvenience and cost, are performed for us through organized government. To most citizens the five cents out of each tax dollar that is allotted to their Department of Public Works is money well spent.

Things To Discuss:

1. Many of the skilled workmen employed by the Public Works Department are hired on a "as needed" basis and paid by the day rather than by the month. Why is this desirable?
2. Certain employees of the Public Works Department are on call 24 hours a day. Which bureaus of the Department might be operated under this plan? Give examples of why this plan is necessary.
3. Employees on a 24 hours call basis are provided with City-owned cars and are permitted to keep them at home. Why is this reasonable?
4. Suppose the Public Works Department recommends to the Board of Supervisors that certain changes be made in the building codes. Why would building contractors be concerned with such proposals? Or labor unions? Others?
5. The activities of the Public Works Department affect a number of other City departments. Name some. Give examples of ways in which each might be affected.
6. Certain districts in San Francisco have been designated by the Board of Supervisors as "underground district," meaning that all wiring, except trolley wires, must be placed underground. Why?
7. The Public Works Department tries to get builders of real estate tracts to place wires underground, but it cannot force them to. Discuss the problems involved and the different points of view on this matter. Ask your parents.
8. Frequently the Public Works Department makes its own estimates of a proposed street repair job; then gets bids on the work from private concerns. Why? What are the possible outcomes?
9. During the reconstruction and widening of a local boulevard the paving company's equipment splashed mud on some of the homes along the street. The contract for the work was let by the Public Works Department. What recourse, if any, would the home owners have?
10. Analyze this statement: "The primary purpose of building codes is to assure sound construction, but unless revised periodically to permit the use of newly developed materials, they become a means of needlessly increasing building costs."
11. Recently a Municipal judge fined a "litterbug" $100 for dumping garbage on Quintara and Sunset. Said the judge, "If fines don't do the job, I'm going to start sending these garbage tossers to jail." The law provides that a garbage tosser can be fined up to $250 and jailed for as much as 100 days. Is the law too severe? Why?

FACTS AND FIGURES ON YOUR PUBLIC WORKS DEPARTMENT

Office: Room 260, City Hall

Organization: Director of Public Works is appointed by the Chief Administrative Office. Director appoints City Engineer. All others are civil service.

Salary: Director receives $16,800 per year; City Engineer, $13,500.

Number of Employees:

Bureau of Street Cleaning	332 (plus 25 "as needed")
Bureau of Engineering	170 (plus 178 "as needed")
Bureau of Building Repair	157 (plus 155 "as needed")
Bureau of Building Inspection	51
Bureau of Street Repair	29 (plus 161 "as needed")
Bureau of Accounts	29
General Office	16
Central Permit Bureau	11
Bureau of Sewer Repair	6 (plus 124 "as needed")
Bureau of Architecture	6 (plus 42 "as needed")
	807

Annual budget: $4,555,634.

How the money was spent: Mainly for wages and salaries.

Part of each tax dollar allotted to Public Works Department: 5c.

What they did

Completed nearly 70 per cent of track removal program.

Completed studies on revision of Building Code for submission to Board of Supervisors.

Completed North Point and Southeast sewage treatment plants.

Contracts undertaken for other city departments included two extensions of the high pressure fire system, improvements at Farmers' Market, and road work at Log Cabin Ranch.

Contracts awarded or completed for Bryant Street viaduct; Sloat Boulevard improvement; 36th Avenue sewer; Lake Street sewer extension; Van Ness Avenue reconstruction; and Guerrero Street and San Jose Avenue widening.

Sewer and drainage plans for five new subdivisions checked and approved.

Saw the completion of Broadway Tunnel.

Opened Stanley Drive Underpass.

Changed 14 street grades.

Installed new traffic signals, street signs, and parking meters.

After inspection, issued 4684 notices to repair or construct sidewalks; investigated 174 damage claims based on sidewalk accidents.

Issued 7488 building and alteration permits; made 53,462 building inspections; issued 15,891 electrical permits.

Provided architectural service for all city departments, including schools. School District paid city for this service.

Provided 31,000 tons of asphalt for street repair work.

CHAPTER 8

Nine Important Pages

San Francisco's "constitution," the Charter, requires every city department to make a yearly report to the Mayor describing its activities.

After the Mayor has read these reports they are all bound together and sent to the Board of Supervisors. The contents of this bound volume, thicker than the San Francisco 'phone book, illustrate the variety and complexity of the work of your City government.

Let us thumb through this big book.

Here are nine typewritten pages describing the work of a department that you probably never heard of, the Department of Electricity. Yet, as we read its annual report, we come to the realization that the work this department does is pretty important to all of us.

Alarms, Signals, and Meters

When a fire alarm is turned in, who gets the call through to the Fire Department?

The Department of Electricity. They operate the Central Fire Alarm Station at Jefferson Square, and in a year's time handle over 80,000 Fire Department calls, of which about 12,000 are fire alarms. They install and maintain the fire alarm system in its entirety and perform all the electrical maintenance for the Fire Department. In fact, the Department of Electricity is in the manufacturing business. They actually make all the fire alarm and police call boxes used in the city.

Are the traffic signals working properly? Here's another job of the Department of Electricity. They maintain, adjust, and repair the traffic lights at the 468 signalized intersections. During 1953 and 1954 they will install signals at 120 new intersections.

Here's the original model, made of wood and tin, that finally became the "bird cage" traffic signals familiar to all of us. Chief of the Department of Electricity Ralph Wiley dreamed this up in 1920.

Our old-fashioned signals with the moving "Stop" and "Go" panels were once the latest syle in lights. They were invented in 1920 by Ralph Wiley when he was Chief of the Department of Electricity. In those days there were no companies making the present-day three-light signals—each city designed its own. Mr. Wiley's signals were first placed in operation in 1925 when Mayor Rolph switched them on at Market, Montgomery, and Post Streets. As money is made available the old Wiley "bird cage" signals are being replaced with modern three-light controllers. Market Street will soon be entirely changed over to these new signals.

Is that parking meter jammed? Everything having to do with the 12,000 meters, except the collection of the nickels and pennies, is the responsibility of the Department of Electricity. The Tax Collector's office collects the money.

The Department of Electricity fell heir to the parking meters quite by accident. In September 1947 the first parking meters in San Francisco were installed on a trial basis along Polk Street. There were 565 of them. Some broke down. Who could fix them? Somebody in the City Hall remembered that the Department of Electricity had an instrument shop. That's how the Department of Electricity got "stuck" with the parking meters.

Police Department Depends on Them

The entire communication system of the Police Department—teletypes, radio equipment, and phone panels—is maintained and repaired by the Department of Electricity.

The Municipal Railway is another customer of the Department of Electricity. Removing overhead wires along abandoned streetcar routes, installing miles of underground cables, providing clearance for trolley coach wires, and the maintenance of the two-way radio system are but a few of their Muni tasks.

The Department of Public Health's two-way radio system in its emergency ambulances is kept in operating condition by the Department of Electricity.

Mayor Rolph flipped a switch in 1925 and the first Wiley signal with pedestrian lights went into operation. The spot: Market, Montgomery, and Post Streets. Officer is Police Chief Quinn.

This little-known department of your city government is under the control and direction of the Chief Administrative Officer. The Chief of the Department, as well as his staff of 85, are all selected by civil service examination. Operation of the Department of Electricity costs about $500,000 annually.

Things to Discuss:

1. What financial advantage does the City obtain by having the Department of Electricity manufacture the fire alarm and police call boxes?
2. Recently in a damage suit over a collision of two cars at an intersection the Department of Electricity was called upon to state whether or not the signals were in operation at the particular intersection at the time of the accident. Why would this information be important?
3. Suggest some reasons why the old Wiley signals are not as satisfactory as the modern three-light controllers.
4. Blind people like the Wiley signals. Why?
5. Why is it better to have the Chief of the Department of Electricity chosen by civil service examination rather than by election?
6. The Department of Electricity is one of those City departments that operates on a 24-hour basis. What is there about their work that makes this necessary?

Things to Do:

1. Have a class representative make an appointment to talk with the Chief of the Department of Electricity at 45 Hyde Street. Report to class.
2. Have a class representative visit the Department of Electricity shops, 264 Golden Gate Avenue. Report to class.

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J. W. P.

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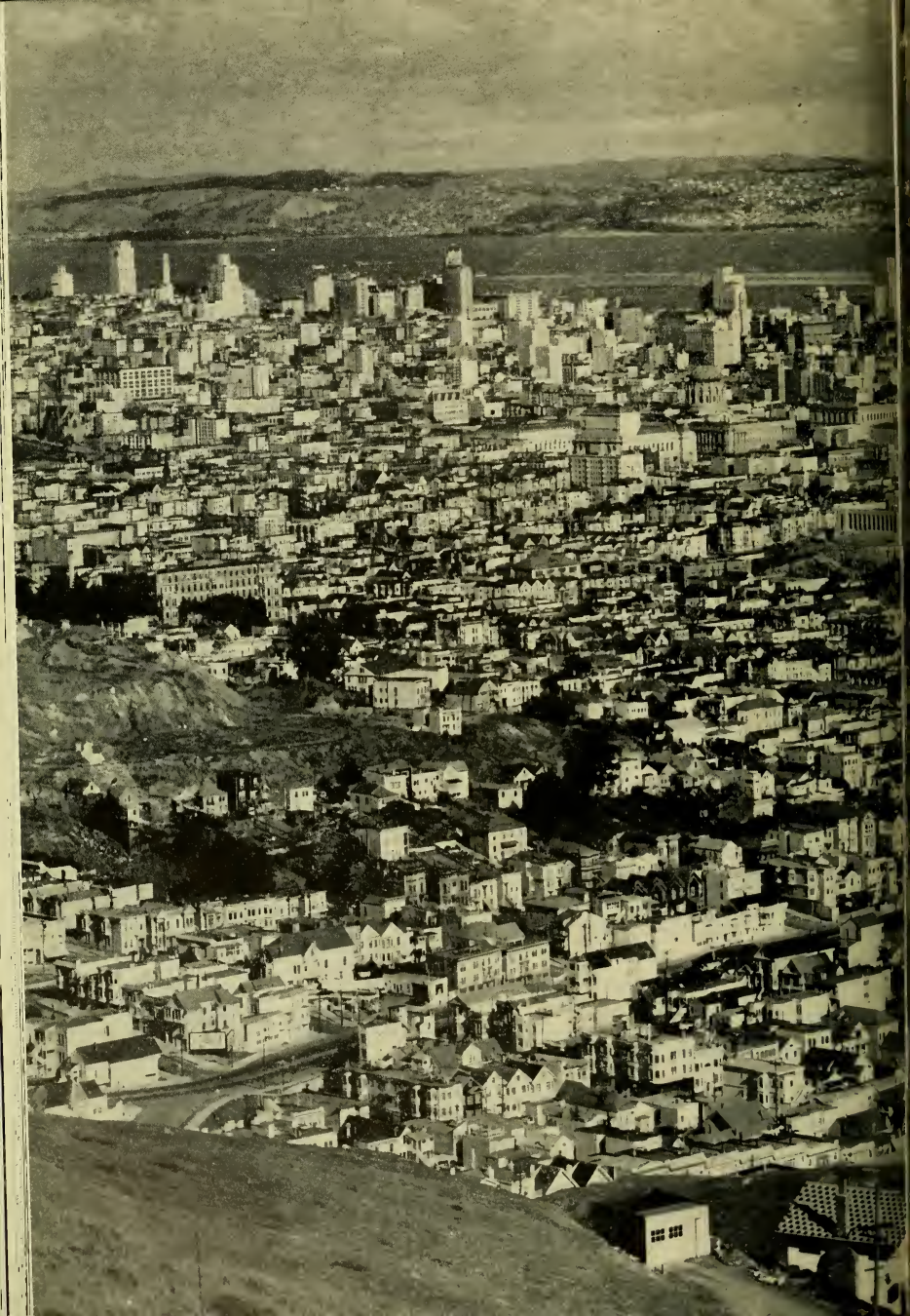

The City

Booklet III — Recreational And Cultural Services

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

You are about to read another booklet about your city's government.

It is the third in a series of seven prepared for use in senior civics with the aim of presenting to young San Franciscans an understanding of their local government and of their important place in that government.

Since the days of the Gold Rush, westerners have thought and talked of San Francisco as "The City." We in the secondary schools are proud to have this opportunity to explore with our students the factors which have made San Francisco what it is, and which justify its continued right to be called "The City."

EDWARD H. REDFORD
Assistant Superintendent

MORRIS WILLIAMS
Coordinator, Secondary Education

The City

A series of seven booklets describing the government of the City and County of San Francisco

BOOKLET III. RECREATIONAL AND CULTURAL SERVICES

By J. W. Patterson

San Francisco Unified School District
San Francisco, California
1954

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

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Introduction

A city is what its citizens make it.

In Booklet I you read about the services that the voters have ordered their government to furnish them mainly for their protection. In Booklet II you learned of the services that the voters have ordered their government to provide for their convenience.

Suppose we stopped there. Suppose that was the end of the service the voters had directed their government to render. San Francisco would be a rather drab place in which to live, wouldn't it?

But we don't stop there.

We create agencies to build parks and provide recreational facilities. We use a portion of our tax money to help support and maintain art galleries, museums, an aquarium, and a planetarium. We build an opera house, a veterans' building, and an aquatic park. We pay for the operation of a system of free public libraries.

We say to our mayor: "You will appoint citizens to see that what we *want* done *is* done. They will set policies. They will direct our city employees in carrying out our wishes."

And we do this for the good of our city as a whole, for the good of *all* those who call San Francisco their home, knowing that in some instances we ourselves may not benefit *directly* from all the tax money we spend to make for fuller living.

To learning something about these agencies of our city government that are assigned the job of providing us with the facilities of enrichment is the purpose of Booklet III.

Booklets In THE CITY Series

I. Protective Services

II. Services of Convenience

III. Recreational and Cultural Services

IV. Planning for Better Living

V. Educational Services

VI. People, Government, and Money

VII. Your Place in Your City's Government

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CHAPTER 1

For a More Enjoyable Life

Wouldn't it be nice to have a job in which you devoted your working hours to bringing happiness, recreation, play, and beauty to others?

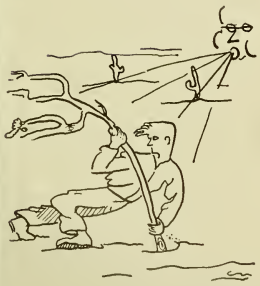
Some 950 San Franciscans have just such jobs.

Who are they? They are the men and women who work for your Recreation and Park Department. Whether they are one of the gardeners, playground directors, animal keepers, or the general manager of the department, all of them, and many others, devote their working days to making your leisure time more enjoyable.

When the word "park" is mentioned to San Franciscans, most of them immediately think of one place — our great Golden Gate Park, three and a half miles long, half a mile wide, and containing 1013 acres. They are proud of its size; of its beautiful scenery, both rugged and delicate; of its fine buildings; and of the many varieties of recreational facilities it contains.

Wind And Shifting Sand

Years ago the feeling toward the Park was different.



When the city set out to create it in 1870 the area was a windswept desert of sand dunes. Said one newspaper, "of all the white elephants San Francisco ever owned, they now have the largest and heaviest in the shape of Golden Gate Park, a dreary waste of shifting sand hills where a blade of grass cannot be raised without four posts to support it and keep it from blowing away."

Above is Golden Gate Park in 1892. Note the Bay District Race Track at Fulton and Sixth Avenue and the small-town appearance of the Richmond district. And the Sunset! Nothing but sand dunes. The structure at Seventh Avenue and Lincoln Way is the Olympic Club. Poly's site was occupied by an electric railway's power house; Kezar's land was the Park's plant nursery. Steam trains ran along both Lincoln Way and Fulton. Below is today's Park. Can you spot the additions made since 1892? The buildings there now that were also there then?

The Beginning

The year that newspaper article appeared, Governor Haight appointed the first San Francisco Park Commission. Why did the state governor have the authority to select a city's park commission? Because in those days the city was under the thumb of the state — it had no "home rule", no charter of its own. Every time the city's officials wanted to do something, even like hiring more janitors or paving a street, they had to get permission from the state. You will learn how this was changed when you read Booklet VI.

The newly-appointed Park Commission hired William H. Hall to make a survey of the Park site, and a year later, 1871, he was appointed park superintendent. The job of creating Golden Gate Park had begun.

Our city's history is replete with the names of successful men. There were men who built railroads, men who established great department stores, shipping lines, banking empires. There were men who became mayors, governors, senators. There were men for whom famous hotels are named, or a university, or a multi-storied office building.

And then there was John McLaren. Following in the footsteps of William Hall, he created a park. That's all — just a park.

Would you have been willing to take the job of trying to make a park out of a thousand acres of shifting sand, and with the only qualifications being that you were young, that you were a landscape gardener, and that you had a dream of bringing beauty to the people of your adopted city? John McLaren was willing. He took the job of park superintendent.

A reminder of the past is the Japanese Tea Garden. It was built as part of San Francisco's Mid-winter Fair, held in 1894. During the Fair's seven-month run over two million people visited the Tea Garden.

Left is one of the oldest and most popular Park attractions — the Sunday afternoon band concerts. In the early days the cost of providing music was paid for by the cable car companies in order to get people to ride out to the Park. Band shell was built in 1899 and presented to the city as a gift by Mr. Claus Spreckels. Right, the Conservatory. It was first built in Irvington, New York, then taken apart piece by piece, crated, and shipped around the Horn to San Jose where it was to be reassembled and presented to San Jose, the gift of James Lick, famous philanthropist. He died before it could be built and a popular subscription drive in San Francisco resulted in the purchase of the crates from the Lick estate. The Board of Supervisors appropriated $40,000 for construction in the Park. Damaged by fire in 1883, it was restored through the generosity of Mr. W. H. Crocker. Its collection of rare plants and flowers made it a popular attraction of the Midwinter Fair of 1894.

A park commissioner said to the young Scotsman, "We want you to make Golden Gate Park one of the beauty spots of the world. Can you do it?"

Replied John McLaren, "With your aid, gentlemen, and God be willing, that I shall do." The year: 1887.

A Man At Work

McLaren's biggest problem was to find plants that would withstand the drifting sands and wind. The first years were difficult, but he never gave up. Time after time he would find thousands of young trees covered with sand. Patiently, he and his gardeners would dig them out and nurse them back to life. Local plants, like barley and lupine, would not hold in the sand, so he tried a beach grass that he knew grew well along the coasts of Northern Europe. It grew and spread out over the shifting sand. He found two types of Australian shrubs that would cling to the sand and withstand the blasts of wind. He planted thousands of them.

Gradually the Park took shape. A music concourse was laid out and free band concerts were given on Sundays, just as they are now. In 1894 San Francisco held a Midwinter Fair in the Park and the vast numbers of visitors flocked to the Conservatory to see "Uncle John's" collection of rare plants and flowers.

One rule John McLaren clung to was that there should be no "Keep Off The Grass" signs in "his" park. There is only one such sign in the Park today. Oddly enough, it is on the little plot of grass in front of the statue of "Uncle John".

Resolution and Resolution

When McLaren reached the required retirement age of 70, the Board of Supervisors passed a resolution permitting him to stay at his job regardless of his age. He kept on developing his park the way he wanted it to be. At 80 he planted seeds for a small redwood forest, and people laughingly remarked that only a dreamer would expect them to grow.

But he fooled the skeptics.

He lived to see his forest.

In the 56 years that John McLaren was superintendent of Golden Gate Park he planted more than a million trees.

Finally, as it must to all men, death came in 1943 to John McLaren. He was 96.

One of John McLaren's pet hates was statues. He liked things that grew, not motionless figures in bronze. Whenever a statue was placed in "his" park, he planted trees or bushes that eventually hid it from view. Now he is gone, other policies are in vogue, and men are hacking away the foliage around the bronze figures.

In fact, a life-sized statue of "Uncle John" himself, the gift of A. B. Spreckels, has been erected among the rhododendrons. In his hand is something that resembles a grenade — perhaps to be thrown at one of his gardeners who made a mistake? — no, it is a pine cone.

Should you be interested in seeing the Park statues, many of them may be found along the Main Drive and around the Music Concourse.

Forgotten Park?

John McLaren Park in Visitacion Valley is named after the grand old man.

It might be called the "shrinking" or "forgotten" park. In 1926 McLaren Park comprised 550 acres. Gradually, it has been reduced in size until now there are only 319 acres left. Circumstances beyond the control of the Recreation and Park Department brought this about. With the approval of the Board of Supervisors, land has been taken away from the original park area for reservoirs, a public housing project, and schools and institutions.

In 1950 the City Planning Department made a detailed report to the mayor on the McLaren Park area, together with recommendations for its future development. In 1951 an aerial topographical map of the park was made by the Department of Public Works. In 1952 the Recreation and Park Department proposed that a survey and general site plan be prepared. In the list of proposed projects for the five-year period of 1952 through 1957, an expenditure of two and a half million dollars is planned for "forgotten" John McLaren Park.

John McLaren

All holes on the Pitch & Putt course are Par 3. It takes about an hour to reach this point — the ninth and final hole.

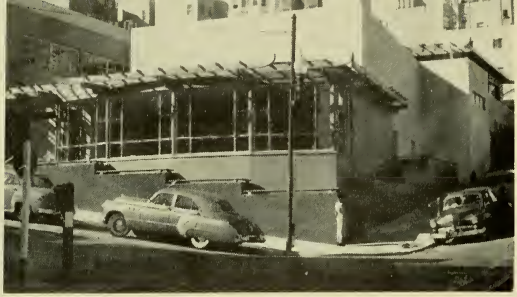
Living Monument

Perhaps the best monument to the memory of John McLaren is Golden Gate Park of today.

Says the Park folder, "The Park invites you to ride on its 16 miles of bridle paths; play polo, baseball, handball, and soccer; to bowl on its green; participate in a quoits game in the horseshoe stadium; to practice on the pitch and putt golf course; to join fly-casters as they toss imaginary flies at non-existent trout; and to attend the chess and card games under the open sky.

"It bids you to play tennis on one of the twenty courts. The children — always most welcome in the Park — have their special spot, the Children's Playground with swings, slides, ponies . . . "

Fifth hole of Pitch & Putt golf course in Golden Gate Park. It is so crowded on week ends that one may have to wait an hour to get on.



One of the newer recreation centers, this one was opened in 1951. A branch library is nearby.

Varied Offerings

Perhaps you are interested in cultural things. Golden Gate Park is rich in these. There is the M. H. de Young Museum with its frequently-changed exhibits of painting, sculpture, antiques, and historical relics. The Natural History Museum and the Steinhart Aquarium, with its seals and rare fish, are maintained by the California Academy of Sciences. The Morrison Planetarium, one of the newest Park attractions, will take you "out of this world." Every Sunday afternoon the year 'round, the Golden Gate Park Band presents a concert in the Music Concourse. The Tea Garden has been popular with generations of San Franciscans.

Are you interested in animals? The Park is a sanctuary for birds and waterfowl. Herds of bison, elk, sheep, moose, and deer roam its fenced ranges.

Trees from nearly every country in the world and many rare plants may be seen in the five-acre Arboretum. America's finest and largest collection of rhododendrons are so planted that some bloom every month of the year. Many rare plants are grown in the block-long Conservatory. And if you admire orchids, go behind the Conservatory and you will see 10,000 of them growing at one time.

If, on some Saturday morning, you find yourself with nothing to do, why not revisit your park? But be systematic about this particular visit. Stop at the Stanyan Street headquarters of the Park, get a map, and follow it. You'll be surprised at what you *haven't* seen in one of our country's biggest and most varied parks.

And you can't see it all in one Saturday!

Goals To Reach

One might think that the operation, maintenance, and improvement of Golden Gate Park would be a big enough job to require the full-time efforts of your Recreation and Park Department. It isn't.

Way back in the 1920's your Recreation Commission set up a goal. It was this: Provide neighborhood playgrounds within walking distance — one quarter to one-half mile of each San Francisco home; provide larger district playfields for sports like baseball within one-half to one mile of each home.

When the Recreation and Park Departments were consolidated in 1949 this goal was expanded to provide a backyard for those who didn't have any. Small parks and squares provide these "backyards."

Has the goal been reached?

Not yet, but real progress is being made. In 1947 the voters approved a "Master Plan For Youth" bond issue of 12 million dollars. By the fall of 1950 there were 19 projects completed; 24 more were completed in 1952; 17 others will be finished within the next five years.

Master Plan For Youth

Every section of the city has shared in Master Plan For Youth bond issue expenditures. Fourteen fieldhouses have been built at various playgrounds. Seven new playgrounds have been opened. Improvements are being made with other money at Balboa Park, Fleishhacker Playfields, "Big Rec", Portsmouth Square, Sharp Park, and Russian Hill Park.

Four new swimming pools are planned — at Aquatic Park, Hamilton Square, Rossi Playground, and in the Mission District. Because of the need for certain vital supplies in the defense program, the National Production Authority would not grant San Francisco permission to begin pool construction, but this restriction has now been lifted, and construction work will begin shortly.

Room for play in the heart of Chinatown. This playground is on Sacramento Street between Grant and Stockton.

Today there are 70 supervised playgrounds and centers. Today there are 53 parks and squares. In addition, we have two supervised swimming pools, Mission and Fleishhacker; a 200-acre summer camp, Mather; a municipal rifle range at Sharp Park; four golf courses; and the Silver Tree Day Camp in the hills behind Glen Park Playground.

Changing Times

Had you lived in San Francisco in 1888 there would have been just one place to go if you wanted to play — Golden Gate Park, where there was a Children's Playground and "Big Rec" for older boys and girls. In 1898 the first public playground on school property was established by the California Club, a women's group, at Bush and Hyde Streets. The second public playground in the city was opened at Seventh and Harrison Streets in 1901 after the Board of Supervisors appropriated $12,000 for the project.

Today your city appropriates a little over five cents from every tax dollar for the use of the Recreation and Park Commission. In 1953 this amounted to nearly four and one-half million dollars.

Top, famed Fleishhacker Pool at the foot of Sloat Boulevard is the setting for swimming meets of the city's high schools. At the far end may be seen the diving platform where many championship divers have learned their tricks. Below, little Mission Pool, soon to be replaced by a new and larger one. The Mission District has some of the best "swimming pool weather" in the city.

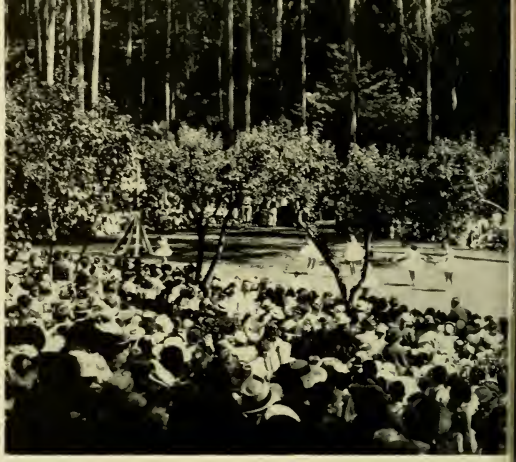
This diamond at the North Beach playground near Sts. Peter and Paul church is one of the six outdoor lighted baseball fields operated by the Recreation and Park Department. Fields are in use all year round, weather permitting.

From A to Z

Suppose you made up an alphabetical file on your Recreation and Park Department. You could flip through every letter in the alphabet from "a" to "z", and you could find one or more things to do or see — things that your city provides for yor enjoyment.

Certain of these facilities are unique.

Take "Music In The Woods" at Sigmund Stern Grove for example. Sunday afternoons from June to October as many as 20,000 San Franciscans attend free concerts in the Grove, a grass-carpeted natural amphitheater 100 feet below street level. This area is shaded by eucalyptus trees planted over a century ago by a New England horticulturist, George Greene. In addition to the amphitheater, Sigmund Stern Grove has a 20-acre grassy section where each year the Recreation and Park Department opens the Music Festival with a mammoth festival of drama and dance. A clubhouse, once the famous and infamous Trocadero Inn, is used for group get-togethers. Sigmund Stern Grove is a gift to San Francisco by Mrs. Sigmund Stern, who



Beautiful Sigmund Stern Grove at Sloat Boulevard and Nineteenth Avenue is the setting each spring for a dance and drama festival conducted by the Recreation and Park Department.

for over 35 years has been a member of various commissions having to do with recreation — first, the old Playground Commission, then the Recreation Commission, and now the Recreation and Park Commission. It is a memorial to her late husband.

Aquatic Park, the million-and-a-half-dollar recreation center built at the foot of Polk Street in the late 1930's, was for years considered a "lemon" by many San Franciscans. Opened with great fanfare, it shortly became a deserted place because of water pollution.

Now it has come into its own. It is used as a Sea Scout base; it houses the new Maritime Museum that was opened in 1951; high schools hold night dances amid the colorful Hilaire Hiler Murals; and it is the home of San Francisco's Senior Center.

Something Different

The Senior Center is unusual.

In 1947 a Community Chest survey showed that many people over 60 lived alone in apartments and hotels. The mayor, the American Women's Voluntary Service, the Adult Division of the School Department, and the Recreation and Park Department decided to "do something" for these senior citizens. Today the Aquatic Park building and four branches throughout the city provide recreational and social opportunities for over 1000 members and many more guests of the senior citizens of San Francisco.

Inexpensive Vacation

Imagine yourself married. You have a couple of young children, and, as yet, your paycheck won't allow an expensive summer vacation. What can you do with that two weeks' freedom from your job? Your Recreation and Park Department may have the answer.

Since 1924 thousands of San Franciscans have been enjoying inexpensive vacations in their own mountain camp — one of the finest of its kind in the State. It is Camp Mather, operated by the Recreation and Park Department, in the high Sierras 180 miles from the city. From mid-June to the end of August, San Francisco families may enjoy an inexpensive two-weeks vacation amid the piney forests on the rim of the Tuolumne River Gorge.

An interesting side trip from Camp Mather is a visit to O'Shaughnessy Dam and Hetch Hetchy Lake, the main source of our municipal water and power supply. Should your family be interested in a Camp Mather vacation, additional information and reservations may be obtained at McLaren Lodge, Fell and Stanyan Streets, Golden Gate Park.

Learn To Swim

Do you want to learn how to swim? Every Saturday morning at Crystal Plunge, 775 Lombard Street, boys and girls between the ages of 6 and 18, receive free individual instruction. According to the Recreation and Park Department's supervisor of swimming, those who attend regularly will know how to swim by the end of the course.

Popular Address Destroyed

A favorite address for thousands of San Francisco adults and high school students was destroyed by fire in the summer of 1953. It was 600 Ocean Avenue, the photography center of the Recreation and Park Department. Here complete facilities were available without charge for amateur camera fans. Directors of photography were in attendance at all times to give advice and answer questions.

A temporary photography center is now in operation at the old California Camera Club on Polk Street near Sutter, but in a short time a new hobbies building will be completed in Duboce Park and will include a large fully-equipped photography section.

Each fall a Photography Day is held at Sigmund Stern Grove with over 6000 camera enthusiasts attending.

Rifles And Democracy

In a democracy the government responds to the people's wishes.

Sometimes the process is slow, but eventually the desired results are obtained. Our new municipal rifle range at Sharp Park is a good illustration of the workings of democratic government.

For years San Francisco riflemen had wanted a safe place close to home for the experienced marksman, for the individual who wanted to try out that .22 he had tucked away in a closet, and for teaching the proper use of firearms to boys and girls.

What could an interested individual do by himself?

Not much.

So he organized a group of those who wanted the same thing — a new rifle range. Then his group secured the support of other groups. They went to the mayor; he paid attention to their request and included an appropriation in his budget. The supervisors approved the mayor's appropriation request, and the city government went to work.

The City Planning Department made a survey of proposed sites and recommended Sharp Park as the best one. The Park Commission was given the job of getting the range constructed. Private contractors submitted bids on the job and, as required by law, the contractor submitting the lowest bid was awarded the work.

All this took three years, but the people, through group action, got what they wanted from their government.

Today San Francisco rifle enthusiasts have one of the finest municipal rifle ranges in the country, and it is constantly being improved. There are firing ranges for 125 people, a general facilities building, and a convenience station. The lagoon has been dredged and a drainage pump installed.

Left, fences and cages are "out" in modern zoo construction. Our zoological gardens, modeled after Germany's Hagenbeck Zoo, give the animals the illusion of freedom, yet protect the spectators by use of moats. Right, both audience and performers seem to enjoy the daily show at the Zoo.

Hundreds of thousands of youngsters have enjoyed a minute and three-quarters of fun as they rode the 1800 feet of track on the little railroad at Fleishhacker Playfield. The steam is real, being manufactured by the diesel engine that powers the locomotive.

In the fall of 1951 the year-old range was the scene of the national small-bore meet of the National Rifle Association of America. While the rifle range is under the direction of the Recreation and Park Commission, the San Farncisco Rifle Association has one of its members in charge every weekend to supervise and instruct. The range is open to the public every Saturday and Sunday, except days when rifle matches are scheduled.

Junior Fishermen

Most boys like to fish. So do some girls.

Your Recreation and Park Department has done something about this almost universal desire. In 1949 the Public Utilities Commission turned over Lake Merced to the department, and it immediately set about providing fishing facilities right within the city limits.

From April through October, the trout fishing season, boys and girls may try their luck at catching one of the thousands of rainbow trout that have been planted in the lake. No fishing license is required for those under 18. For those over 18 the license is $1. A clubhouse at Lake Merced has been leased to a concessionaire who provides boats for hire and refreshment facilities. Life guards and directors of the Recreation and Park Department are on duty during the season.

During the summer vacation, Mondays are set aside for the exclusive use of children. On these days, children are permitted free use of the picnic grounds and the rowboats for fishing on the north lake. An adult is in charge of each boat.

If you're under 18 you may fish without a license at Lake Merced. Rainbow trout are planted in the lake each year and young fishermen may try their luck from April through October.

A Favorite Address

Just as 600 Ocean Avenue was a well-known address to thousands of young San Franciscans who are interested in photography, so 16th Street and Roosevelt Way is a familiar location to other young people whose hobbies are science, natural history, or handicrafts. There is located the Josephine Randall Junior Museum, another project of your Recreation and Park Department. One of the most popular activities at the museum is the designing, building, and flying of model airplanes. Work space, tools, equipment, and instruction are provided. Thousands of other children — school classes, playground groups, and Scouts — are given escorted tours each year among the exhibits and collections. Field trips for observation and collecting purposes are daily events.

Breathing Spell For Mother

What to do with 7-year-old Johnny or 12-year-old Mary when school vacation rolls around is a question that plagues San Francisco parents every year.

Your Recreation and Park Department has a partial answer. It is Silver Tree Day Camp in the wooded hills to the rear of Glen Park Playground at Chenery and Elk Streets. Last year over 1500 youngsters aged 7 through 12 attended the camp.

Each playground in the city is assigned a particular week at the camp, with several sharing the same week. Children register with their playground director for the week allotted to their district. A small fee is charged for the Monday through Friday period.

Chartered municipal buses pick up the youngsters at their home playground at 8:30 a.m., transport them to the camp, and return them to the same playground by 5 p.m. A typical day consists of flag raising, camp craft, nature lore, hiking, music, story-telling, and skits. On Thursdays the children remain in the evening for supper, after which they entertain their parents at a campfire program.

The Silver Tree Day Camp, now in its fourteenth year, has many junior counselors who were once Silver Tree campers. Every year an increasing number of children are given a new experience in life, that of enjoying camping in the out-of-doors, yet being within the city limits.

Something Of Interest For Everybody

"Let's go to the Zoo" has been heard at least once in every San Francisco household.

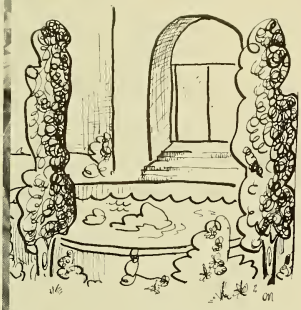
Since 1924 that remark has meant a trip to the foot of Sloat Boulevard where it meets the Great Highway.

In 1922 the city acquired 60 acres from the Spring Valley Water Company on which to construct a zoo, a playfield, and a swimming pool. The project was named for Herbert Fleishhacker, then president of the Park Commission, who donated the pool and the Mothers' House, a resting place for mothers and children. He also donated the first animals, two elephants named Virginia and Marjorie. On a trip around the world in 1928 Fleishhacker purchased birds and animals which he gave to the zoo. W. R. Hearst and C. R. Holmes both made extensive donations of animals.

A New Idea In Zoos

The Works Progress Administration, a federal relief agency, completed the building of the zoological gardens in 1936. This area illustrates the new idea in zoos. Cages and bars, considered old-fashioned, have been replaced by moats which separate the animals from spectators and give the animals the illusion of freedom.

Monday's at Lake Merced are set aside for the exclusive use of children during the summer vacation months. On those days the boats are free. An adult must accompany each boat group.



Fleishhacker Playfield offers a variety of play apparatus, a merry-go-round, a miniature railway, and animal rides. There are also tennis courts, a baseball diamond, and other areas for games. The swimming pool, the world's largest outdoor plunge, is 1,000 feet long and 150 feet wide. Several thousand people can swim at one time in its six and a half million gallons of heated sea water.

In most families everyone eats the same food, but it's not that way at the zoo. With over 1000 birds and animals to be fed every day, a great variety of diets must be prepared. The Chilean flamingoes, for example, could be fed entirely on grain, but if their color is to be preserved, their diet must include many other things, such as Mexican dried flies, powdered shrimp, and whole-wheat bread. The carnivora (meat eaters) are a special problem, requiring over 600 pounds of a variety of meats each day. The zoo's food budget amounts to over $48,000 a year.

The Guiding Hand

Carrying on the big job and the varied and expanding activities of making life more enjoyable in San Francisco is your Recreation and Park Department. Up to 1949 there were two separate organizations — the Recreation Commission and the Park Commission. They didn't always get along. Sometimes there were conflicts between the two commissions over what should be done, over how the parks should be used. Sometimes the two commissions worked at cross purposes. Sometimes there was duplication of effort.

Finally, in the interests of economy and efficiency, the voters approved a charter amendment that consolidated the Recreation and Park Commissions into one organization.

Seven members now comprise the Recreation and Park Commission. They are appointed by the mayor for four-year terms, and two of them must be women. The Commission appoints and may remove the general manager. He appoints the various superintendents. All other personnel are civil service employees. Members of the Recreation and Park Commission serve their city without pay.

Variety — The Spice Of Life?

Would you like a job filled with variety? How about being general manager of your Recreation and Park Commission. There is variety with a vengeance. Think of the different job classifications! You'd be "boss" of clerical workers, janitors, draftsmen, surveyors, rodent-control men, nurserymen, gardeners, engineers, playground directors, museum curators, carpenters, painters, lifeguards, tree toppers, animal keepers, camp managers, and many, many others.

You'd have to keep track of 70 playgrounds and centers, a yacht harbor, a memorial tower, a stadium, a rifle range, a zoo, a junior museum, golf courses, swimming pools, music festivals, a photography center, and a host of other places and things.

Then there'd be the job of carrying out the improvement program made possible when the voters approved a 12-million dollar bond issue in 1947. You've spent about half of it so far, and would like to complete the program by 1958.

And don't forget that at the end of the fiscal year you have to comply with Section 19-e of the Charter. That's the one requiring you to make an annual report to the mayor summing up everything that's happened during the year.

Looking Ahead

Let's peer into the future.

Open the City Planning Department's book entitled *Capital Improvement Program*, find the section headed, "Recreation and Park Department proposed expenditures through 1956-1957."

High on the list is the construction of six new municipal swimming pools — Aquatic Park, Hamilton Square, Rossi, Ocean View, Glen Park Playgrounds, and Mission Park. Other big projects of the future include a children's mountain camp for 300 persons in the Sierras; a North Sunset playground; a Hayes Valley recreation center; a children's day camp at O'Shaughnessy Boulevard and 28th Street; a playground and fieldhouse south of Eucalyptus Drive and 16th Avenue; improvement of James Rolph Playground; and night lighting of 16 existing playgrounds.

You'll have to agree that San Francisco's "Master Plan For Youth" is moving along.

Gone but not forgotten is the Photography Center at 600 Ocean Avenue, which was destroyed by fire in the summer of 1953. The Recreation and Park Department is building a new one in Duboce Park.

Things To Discuss:

1. What thinking would prompt a well-to-do couple with no children to vote "yes" on a bond issue to build playgrounds? In reality it is a vote to increase their taxes.

2. Why are the Senior Centers for citizens over 60 such a good idea?

3. What "reward" is there for those citizens *under* 60 who sponsored and carried through the idea of setting up Senior Centers.

4. Many of the Silver Tree Camp junior counselors were once Silver Tree campers themselves. In what way is this evidence that the camp is a good idea?

5. The director of the Zoo has resisted all attempts to charge an admission price to the Zoo. What might his arguments be?

6. What are the motives that cause citizens to give their time and effort in serving on the Recreation and Park Commission? They receive no pay.

7. Any bond issue money for parks and recreation should be spent so that all sections of the city benefit. Why?

8. In what ways is the Master Plan For Youth related to citizenship? Why are the citizens willing to spend 12 million dollars of their tax money on such a plan?

9. "A small playground in a congested section may be vastly more important to the health and welfare of the community than the distant park of large acreage." Why?

10. "The peculiar topography of San Francisco serves to cut some districts off in pockets." What does this sentence mean? What does it mean to the Recreation and Park Commission?

11. Analyze this statement: "It is doubtful if San Francisco can afford to take much more of its 44.3 square miles off the tax rolls."

12. One of the rules for playground directors states: "Adults are not permitted to remain in the children's area of playground unless they are definitely responsible for a child or group of children." Why?

13. Another rule says: "When a window is broken in a home or building adjoining a playground, or in an automobile parked near the playground . . . the Recreation and Park Department will not replace the glass . . . the person breaking the window or glass is responsible for payment." Why is this a wise rule?

14. Still another rule: "Standing in swings is prohibited. The safety of the standing child is probably not jeopardized, but the speed made possible by standing and 'pumping' endangers . . ." Complete the sentence.

Raising the Flag marks the beginning of each day at Silver Tree Day Camp in the wooded hills near Glen Park Playground.

15. Before the consolidation of the Park Commission and the Recreation Commission into the single Recreation and Park Commission there was considerable debate between the two groups as to how a park should be used; what a park was for. Try to suggest the two different points of view.

16. In a letter to one of the newspapers the president of an improvement club said: "Let us ask ourselves, 'What kind of a Golden Gate Park do we want? Do we want a beehive of activity for all groups, where carnival spirit prevails, or do we want to preserve the quiet dignity of the Park which was so jealously guarded by its founder?'" What do you think?

17. For several years after automobiles appeared on San Francisco streets, Park Superintendent John McLaren would not permit them on the roadways of Golden Gate Park. Many citizens supported him in this ban. Why?

FACTS AND FIGURES ON YOUR RECREATION AND PARK COMMISSION

1952 — 1953

Office: McLaren Lodge, Fell and Stanyan Streets, Golden Gate Park.

Meetings: Second and fourth Thursdays of each month, at 4 p.m.

Membership: Seven members, two of whom must be women, appointed by the Mayor for 4-year terms. They serve without pay. The Commission appoints and may remove a general manager. He is paid $13,500 a year. The general manager appoints various superintendents. All other personnel are under civil service.

Number of Employees: Approximately 950.

Annual Budget: $4,486,362.

How the money was spent: (largest expenditures only)

Salaries and wages	$3,237,000
Retirement allowance	359,000
Foodstuffs	220,000
Food for animals	73,000
Maintenance and repair	61,000

Part of each tax dollar allotted to the Recreation and Park Department: 5 cents.

What they did: Operated 70 playgrounds and recreation centers.

Operated 53 parks and squares.

Operated four golf courses, two swimming pools, two camps, and a rifle range.

Had an attendance of nearly six million persons at various recreation facilities.

Completed 12 playground projects, using part of the 1947 Recreation Bond Issue.

Proceeded with improvements at Sharp Park Rifle Range.

Completed renovation of Children's Quarters in Golden Gate Park.

Spending of $750,000 on West Sunset Community Center was authorized by the Commission.

Plans completed for soccer field in Balboa Park.

Improvements completed at Camp Mather.

Construction began on Eureka Valley Playground.

Plans completed for Hamilton Playground Improvements.

Improvement of James D. Phelan (China) Beach begun.

Contract awarded for automatic sprinklers at Lincoln Park Golf Course.

Obtained estimate on rehabilitation of Palace of Fine Arts. Estimate: over two million dollars.

Plans completed for improvement of Russian Hill Park.

Equipment purchased for Silver Terrace Playground.

Upper Noe Valley playground completed.

Dredging work on Yacht Harbor completed.

Construction of new cages at Zoological Gardens completed.

Things To Do:

Have a class representative:

1. Visit the Recreation and Park Department headquarters, Fell and Stanyan Streets. Get a Camp Mather folder. Read; report to class.
2. Visit the Junior Museum, 16th and Roosevelt Way. Interview the curator as to the origin of the Museum's full name. Report this

information to the class and describe the Museum's collection and activities.

3. Visit the Photography Center, Polk and Sutter Streets. Tell class about the facilities offered.
4. Telephone the Recreation and Park Department headquarters, SKyline 1-4866. Make an appointment to interview the director of the Information Bureau. Find out future plans for improvements; children's events scheduled for the year. Report to class.
5. Telephone for appointment with one of the supervising directors. Find out what he or she does. Report to class.
6. Telephone for appointment with the director of the Zoo or the head animal keeper. Ask him about his problems, plans, unusual incidents. Report to class.
7. Telephone for appointment with the director of Silver Tree Camp. Have him describe the workings of the camp, tell you unusual incidents, future plans. Report to class.
8. Make an appointment to interview the drama and dance supervisor. Find out what her department has to offer and what are its future plans. Report to class.
9. Make an appointment to interview the music supervisor. Future plans? Report to class.
10. Get a copy of the Park Code from the Recreation and Park Commission headquarters, Fell and Stanyan Streets. Read, explain important parts to the class.
11. Make an appointment to interview the supervisor of the Arboretum and of botanical research. Have him explain his work, show you around. Report to class.
12. Make an appointment to interview the curator of the San Francisco Maritime Museum at Aquatic Park. View the exhibits. Report to class.
13. Make an appointment to interview the supervisor of restaurants and playgrounds. Have him explain his work, his problems, plans for the future, how concessions are leased. Report to class.
14. Make an appointment to interview the supervisor of athletics. Have him tell you what he does. Ask about the Industrial Athletic Association. Report to class.
15. Consult a copy of the "Leisure" section of the *San Francisco Chronicle* of May 4, 1952. It contains a "Handy Guide to the Golden Gate Park Statues". Read it, report to class.
16. Visit the Robert Louis Stevenson memorial in Portsmouth Square. Copy the inscription beneath the ship. Bring to class, read, discuss.
17. Visit Coit Tower. Examine the murals, the inscriptions. Report to class.

(Note: All appointments for interviews may be made by calling SKyline 1-4866.)

18. Attend a meeting of your Recreation and Park Commission. It meets the second and fourth Thursdays of each month at 4 p.m. in McLaren Lodge, Fell and Stanyan Streets, Golden Gate Park. Report to class.

CHAPTER 2

The Twins

When the citizens of San Francisco really want something, they usually get it. It may take years, but eventually the idea, the dream, becomes a reality.

Whatever it is the people want, they get it only when they have the leadership, the initiative, the drive to carry their plan to completion. They may obtain what they want through their government. Or as frequently happens, they may start out by themselves in a group working together without depending upon their government.

A good example of this power of group determination may be seen on Van Ness Avenue between Grove and McAllister Streets. Here are two of San Francisco's most beautiful public buildings, the War Memorial Opera House and the Veterans' Memorial Building.

Combined Forces Get Action

Opera lovers had for years wanted a municipal opera house. During World War I other San Franciscans began to think about a suitable memorial to the young Americans who were dying in France. Still others were seeking a location for a museum of modern art.

The three groups were generally agreed on what they wanted. How was it to be achieved?

The action they took is a typical example of American self-reliance, of the "can do" spirit that has made our country great. Leaders of each group joined together in a drive to raise money by popular subscription. Opera lovers, art enthusiasts, and members of patriotic organizations volunteered to conduct the fund-raising drive, and by 1921 over two and a half million dollars had been subscribed by interested citizens.

In the meantime the idea of a single building was replaced by a plan for twin structures. Four million dollars more was needed. How about a bond issue? Would the voters approve the borrowing of that sum — it would mean an increase in their taxes? And, remember, a bond issue must be approved, not by a majority, but by *two-thirds* of all those voting.

The measure was placed on the ballot for the next general election. It proposed a four-million-dollar bond issue to be spent, together with the two million dollars already subscribed, on the construction of a war memorial opera house and of a veterans' building. It provided for a War Memorial Board to administer the private subscription fund, as well as to oversee the operation of the two buildings. The voters gave their approval.

In October, 1932, the Opera House — first municipal opera house in the United States — was completed. On Armistice Day a month later the Veterans' Building was dedicated.

Important Events

In addition to the succession of great musical affairs held in our Opera House, were two outstanding historical events. World diplomates gathered there in 1945 to create the United Nations. And there in 1950, under the glare of television cameras in a nation-wide hookup, the Japanese Peace Treaty was signed.

The richly decorated Opera House auditorium — conceded to be the finest of all opera houses by those who sing there — seats over 3200. An ingenious system permits raising and lowering the floor of the orchestra pit. A 30-foot-long switchboard permits pre-setting of all lighting combinations for an entire performance, so that they operate in proper order simply by throwing of a single switch.

Municipal Opera House on the left; Veterans' Building and San Francisco Museum of Art on the right.

The main floor and the three tiers above gives the Opera House a seating capacity of 3200. There is no other building like it in the West.

Opera House's Twin

Beyond the massive gilt-trimmed iron fences stretch the green lawns of the Memorial Court, separating the Opera House and the Veterans' Building. The four-story Veterans' Building houses over 300 patriotic organizations. It has its own auditorium seating 1100, and 17 smaller halls. On the fourth floor is the San Francisco Museum of Art.

War Memorial Board

The operation and management of the Opera House and the Veterans' Building is in the hands of an organization known as the War Memorial Board. The Board consists of 11 trustees appointed to six-year terms by the mayor with the approval of the Board of Supervisors. The trustees give their time to this civic duty for no pay.

What do they do?

First, let us look at a booklet titled, *Consolidated Budget, City and County of San Francisco, 1953–1954*. Here is an item — "War Memorial." The amount is $325,000. That is the budget of the War Memorial Board of Trustees. Part of the money is used to pay the salaries of managing director and a secretary, appointed by the Board, and the salaries of the other employees, all of whom are obtained from civil service lists. The balance of the budget is used for maintenance — heat, light, power, repairs, and so forth of both the Opera House and the Veterans' Building.

Then there is the matter of leases and concessions. The managing director of the War Memorial Board is constantly soliciting bookings for the Opera House. For instance, the Opera Association, a private organization, leases the Opera House for its season. Scenery and stage properties belong to each tenant — the city owns none of these.

Money collected from leases and concessions goes into the city treasury. In a year's time this amounts to over $100,000.

Next time you pass by the Opera House and the Veterans' Building remember that these twin structures are a memorial to Americans who gave their lives for their country.

Remember, too, that the men and women who serve on the War Memorial Board do so for no pay. They willingly give their time to San Francisco to advance the city's cultural and patriotic growth.

CHAPTER 3

Something New In Your Life

Have you a streak of adventure in your system?

If you have, and most people do, take yourself through the McAllister Street entrance of the Veterans' Building some afternoon, ride the elevator to the fourth floor, and step into an adventure, an adventure in art — modern, contemporary art.

You'll be in the San Francisco Museum of Art, the only museum of its kind in the West and one of three in the entire country. The others are in New York and Boston.

Remember, this museum is concerned with *contemporary* and local art. What does "contemporary" mean. If you looked it up in the dictionary you would find that it means "belonging to or living in the same period of time." And knowing this it will help you to understand the San Francisco Museum of Art.

There is always something new to see on this fourth floor of the Veterans' Building, for the Museum presents a continuous review of contemporary art in over a hundred exhibitions a year. You will see the art work of local artists,

This doorway at the San Francisco Museum of Art leads to an exhibit of three Spanish masters of 20th Century painting, Picasso, Gris, and Miro.

sometimes in the form of "one-man" shows, other times the efforts of many. You will see modern art of other countries. You will see samples of various modern styles of painting, drawing, and sculpture.

Perhaps this month there will be exhibits of decorative and applied arts, or aspects of architecture, or of photography. Maybe there will be a valuable exhibition of a traveling collection that is on temporary loan to the Museum. The auditorium may be showing a film on art. And mobiles! There are sure to be several.

Open At Night

Here is a museum that is open at night for the convenience of those unable to visit in the daytime. Should you decide to visit the Museum in the evening, you may see sketch and painting classes in operation, or an art workshop being conducted by some well-known local artist, or a concert or lecture in the auditorium.

One section of the Museum is a library and reading room, open to the the public, where general art books are available as well as the best current magazines that deal with art, architecture, and decorative arts. For children between the ages of 6 and 14 there are Saturday morning classes in charcoal, paint, clay, and papier maché. The cost of a class? Only ten cents.

The Beginning

San Francisco has always been an art center — at least almost always.

In 1871 a group of 23 local artists organized the San Francisco Art Association and opened a little gallery over a market where "art was pervaded with the aroma of fish and the sound of the butcher's cleaver." After the death of Mark Hopkins his Nob Hill castle was presented to the Association in 1893 and, in gratitude, the Association named its art school the Mark Hopkins Institute of Art.

Still there was no museum in the city devoted exclusively to art. During and after the 1915 Panama Pacific International Exposition, there were exhibitions off and on at the Palace of Fine Arts in the Marina; but the first general art museum didn't come into being until the San Francisco Museum of Art was founded in 1921.

You'll recall that art lovers comprised one of the groups making the drive to raise money by popular subscription for the construction of the War Memorial buildings. Because of their contributions, the "War Memorial Trust" provided that free quarters for an art museum would be set aside in the Veterans' Building. That is why the Museum of Art is located there.

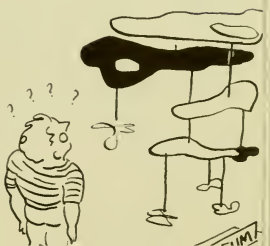
Museum Operation

Two special Bay Area groups know the Museum much better than you do. They use it directly and make their own direct financial contribution toward its operation. They are the artists of the area and the Museum members who, by paying from ten dollars a year as a regular member up to $500 a year as a patron, help to pay for its professional operation and the care of its collections and its library.

Unlike other museums in the city, the San Francisco Museum of Art is not supported by funds from the city treasury. The War Memorial Board provides the Museum's quarters and the maintenance of the building; all other facilities are paid for by memberships and private contributions.

Management of the Museum is in the hands of a board of 25 trustees. Vacancies on the Board are filled by the remaining members, thus making it "self-perpetuating." The trustees appoint a director who hires the professional staff.

When you get older, perhaps you will want to do something to aid local art and artists, to help keep San Francisco in its position as one of the great art centers of the West. A good way to do this will be to join with the other 3300 San Franciscans who have become members of the San Francisco Museum of Art.



A Boy and His Money

An ambitious 17-year-old boy with a borrowed 20-dollar gold piece made possible the de Young Museum in Golden Gate Park.

The boy was Michael de Young who, with his brother Charles, started the *San Francisco Chronicle* in 1865 with the borrowed $20. The gold piece, lent the boys by the owner of the flat building where they lived with their widowed mother, had a string attached to it. It had to be paid back within a week. It was.

Eight years later the boys were grossing a half million dollars with their newspaper. Add another 20 years and we find Michael de Young attending the Columbian Exposition of 1893 in Chicago.

"Why not a similar exposition for San Francisco?" he reasoned as he toured the Chicago fairgrounds. In a few short months his inspiration grew into the California Midwinter Exposition in Golden Gate Park. The fair ran from January, 1894, to July, 1894, and attracted a total attendance of over two million. It also made money, an unusual occurrence for such enterprises.

De Young Wins an Argument

The Exposition consisted of four main buildings. Mr. W. W. Stow, head of the Park Commission and for whom Stow Lake is named, insisted that upon conclusion of the Exposition all buildings would have to be demolished or moved out of the Park. Directors of the Exposition gave fellow-director de Young the job of disposing of the buildings. He wanted to save one of the structures, the Fine Arts Building, and make it a museum. An argument with Mr. Stow ensued. De Young won; the Fine Arts Building remained and became the nucleus of today's beautiful de Young Museum.

Stocking The Museum

The basic collection of the Museum consisted of many works of art from the Midwinter Exposition. One of the earliest individual local contributors to the Museum was de Young. He spent years touring the auction rooms of Europe and the United States seeking and buying art treasures.

Since this picture was taken the appearance of the de Young Museum has been changed. In what way? It is perfectly all right for the little boy of the statue to be sipping the liquid. The press is not, as many believe, for wine, but for apples. Sculptor was Thomas Shields-Clarke; donor was M. H. de Young.

Gradually other public-spirited citizens became interested. The flow of gifts increased. Valuable exhibits were forced into storage for lack of room; every gallery became filled to overflowing; donors complained that their gifts were not being exhibited.

De Young acted. He became the prime force in financing an addition to the Museum, an addition so extensive that it actually became the principal building of the Museum. This was in 1917.

Only two years later more space was needed, and again de Young came forward to promote and help finance another unit. This section, completed in 1920, included the great central tower and the main building of today.

In 1921 the original name "Memorial Museum" — in memory of the Midwinter Exposition—was changed to "M. H. de Young Memorial Museum" in honor of Mr. de Young, then still alive, for his great contributions in both money and art treasures.

Still Growing

The oldest and largest art museum in the West is still growing. Plans have been drawn for another addition; but Mr. de Young is gone, and others will have to carry out the project.

"The Museum belongs to the people," Mr. de Young once said. "It is in the people's park and the officials of the city have charge of it. It is going to exist forever. Future generations are going to see that it is taken care of and treasured as an asset which makes this city not a village, but a metropolis. I can see buildings growing up, enlargements and additions going back to the main driveway. When we are all gone, the Museum will cover acres and acres of ground . . ."

Popular Place

The de Young Museum is one of the most popular museums in America. Nearly a million people visit it each year. Of its 60 galleries, 10 are devoted to loan exhibitions, each shown for about a month. These present not only lively contemporary art, but also works of art borrowed from museums and galleries throughout the world.

Surrounding a central court are 21 galleries which comprise the Museum's permanent collection of European and American art. Other galleries display art of the Orient and the Pacific Basin. California's colorful history is the theme of another large section. There are rooms displaying arms and armor, ship models, and textiles.

A Workshop, Too

To hundreds of San Franciscans, both children and adults, the Museum is more than just a repository for works of art — it is a workshop where they take free courses in art appreciation and can actually learn how to paint and draw. For adults there are classes that cover figure, portrait, and still-life painting, and for children are classes for three different age groups. Youngsters from 4 to 8 years old learn picture making; out-of-door sessions for those between 9 to 11 years of age stress drawing of plant life; and for teenagers there is group and individual instruction in charcoal, pastel, water-color, oil painting, and clay modeling.

Promise Kept

The Museum buildings and grounds are under the management of a board of 17 trustees. The mayor and the president of the Recreation and Park Commission are ex-officio members. Vacancies in the other 15 memberships are filled by the board. The trustees appoint a director, a secretary, and the curators. All other employees are under civil service. The city Charter states that the Board of Supervisors must include in each annual budget enough money for ordinary expenses and "such additional amount as is necessary to take care of said memorial museum." In the city's budget of 1953-1954 this amounts to $407,000.

When Mr. de Young gave the Museum to the city in 1919, the city had to promise that "the building is to be opened every day of the year (and) there shall be no admission charge."

The city has kept its promise. The Museum is open every day from 10 to 5, and it is free to all.

The Future

This story has a meaning we must not miss.

To old-timers the name de Young means several things: among them a newspaper, an exposition, a fabulous mansion on California Street (since demolished), an office building at Market and Kearny Streets, and a museum.

To younger San Franciscans it points up what one public-spirited citizen was able to do. De Young loved San Francisco. He did things for it by himself. And he had the ability to get others to work with him on his civic plans. He was a leader — a leader who devoted his leadership abilities to getting other public-spirited citizens to contribute their time and money to their city's enrichment.

In a way de Young was a kind of a symbol — a symbol of the kind of people we *must* have in a city, a state, a nation, a world; of the kind of people who give freely of their time and, in some instances money, for the benefit of their fellows.

Can you think of the names of other San Franciscans who have in the past, individually or by working with others, contributed to our city's betterment?

Can you think of the names of San Franciscans who are *now* doing this?

Can you pick those among you who may in the future serve our city in a similar way?

Artist's conception of how Aquatic Park will look if the public-spirited citizens behind the Argonaut Bay plan are successful in raising $225,000 for the project.

White Elephants

People sometimes make mistakes.

So do cities, including our own San Francisco.

For instance: In 1914 the city completed a towering incinerator at Kansas and Marin streets to dispose of garbage. But the "grand opening" was somewhat disappointing. The thing wouldn't work. It wouldn't incinerate. The city was stuck, and still is, with the incinerator that won't incinerate.

Then there was Aquatic Park. The pavilion and the lagoon at the foot of Polk street were opened with great fanfare and oratorical fireworks in the late 1930's. The Park deserved a first-class opening. After all, it had cost $1,500,000. Yet it soon became a deserted place. Water pollution did it.

"Another 'lemon'; another mistake," said many San Franciscans, and it looked as if they were right. But this time, fortunately, they were wrong.

New Lease On Life

A few years ago the long-vacant building began to show signs of life. Through the efforts of the mayor, the American Women's Voluntary Service, the School Department, and the Recreation and Park Department a Senior Center was established in the Aquatic Park building. You read about this Senior Center idea in Chapter 4.

In 1951 Aquatic Park received another boost. It became the Maritime Museum under the sponsorship of the San Francisco Maritime Museum Association, a nonprofit corporation supported by private funds. The Association, comprised largely of steamship company executives and other leaders in San Francisco's transportation industry, created the only maritime museum on the Pacific Coast.

Has their project been a success? In the museum world success is measured by attendance. The Maritime Museum, in only a couple of years, has achieved the largest attendance of any maritime museum in the United States — 5000 to 7000 visitors a week.

Aquatic Park has come to life, a far cry from a few years ago when the "attendance" consisted of the caretaker, a few hardy sun-bathers, and some old men dozing on the benches around the lagoon.

Museum Sights

What do these thousands of weekly visitors see?

They see the great carved wooden figure of David Crockett that graced the bow of the clipper ship of the same name; they see relics of the *Apollo,* abandoned at the dock in 1849 when the crew deserted for the gold fields. The hulk of the *Apollo* was discovered 76 years later buried six blocks inland.

In one room is a 12-foot-long model of the five-masted *Preussen;* near it is the bow of an old San Francisco lumber schooner, towering 15 feet above the floor; and there is an assortment of old harpoons and weapons from San Francisco's whale fishing fleet, once the world's largest.

Visitors may examine the 12-foot-high anchor of the *Independence,* famous fighter of the Barbary Coast pirates; the roster of San Francisco's *100* ferryboats; fancy rope work and other examples of sailors' art. They see a demonstration of how ship models are encased in bottles; photographs of shipwrecks; and an exhibit of lumber shipping.

Young visitors at the Maritime Museum admire the hand-carved figurehead from the bow of the David Crockett. *This is the only true clipper ship figurehead on the Pacific Coast.*

Still Brighter Future

And when these visitors have finished viewing all this and many other interesting exhibits, they may gaze out the broad windows of the pavilion and visualize how the lagoon will look when it becomes *Argonaut Bay*.

Argonaut Bay is the dream of the Maritime Museum Association and other interested San Franciscans. A fund-raising drive is under way to create in the Aquatic Park lagoon exhibits of actual ships, railroad equipment, and cable cars.

Plans call for the display of a square-rigged ship, like the *Star of Alaska*; for the moving of the *Gjoa* — first ship to go around the top of North America — from Golden Gate Park to the lagoon; the refitting of the riverboat *Sutter* which is already there, for use as a theater restaurant; and the building of a roundhouse which will contain 18 pieces of old railroad equipment, including the first cable car.

That, in brief, is *Argonaut Bay*.

Whether it becomes a reality or not depends upon popular subscriptions to the project, for the only connection the city government has with the Maritime Museum Association is to rent them the quarters in the Aquatic Park building for a dollar a year.

In any event, the "34 idle acres" of the once-deserted Aquatic Park are coming into their own.

As you pass through the Roman arch into the court of the Palace of the Legion of Honor you will notice a large bronze statue. It is one of the five original casts of Rodin's The Thinker. *At the doorway of the Palace is a marble plaque reading, "Hommage de las France aur heros Californiens morts pour la defense du droit et la liberte" (France's homage to the California heroes dead in the defense of right and liberty).*

Valuable Gift

Armistice Day, November 11, is a memorable one for millions of American families.

It is a day for visiting national cemeteries. It is a day of sober and sad thoughts for those who have lost a son, a brother, a husband, or a friend in the service of our country.

Armistice Day of 1924 held special significance for a particular San Francisco family. It was the day they were going to present a gift to San Francisco — a gift in memory of those Californians who died in the first World War.

At the precise time — 11 o'clock — when the fighting had stopped six years before, the California Palace of the Legion of Honor was formally presented to the City of San Francisco by Mr. and Mrs. Adolph Spreckels.

Overlooking the Golden Gate from a hilltop in Lincoln Park, the Palace is placed in a setting of spectacular beauty. The building is a replica of the Palace of the Legion of Honor in Paris. The Paris structure is headquarters of the Legion of Honor, founded by Napoleon.

The Palace of the Legion of Honor is the city's largest art museum, containing 25 galleries and a fully-equipped little theater seating 350. The late John D. Spreckels presented a pipe organ to the building, making possible weekly programs of concerts. Some of the finest organ concerts in America are presented free every Sunday afternoon.

Permanent collections of the Museum, comprising paintings, sculpture, and the decorative arts, have been built up almost entirely through gifts and bequests of public-spirited citizens. In addition, there are frequent displays of valuable traveling exhibitions.

Special Services

In these days of television competition, local theaters sometimes have difficulty in filling their houses. Not so the Little Theater of the Palace of the Legion of Honor. Every Saturday afternoon at 2:30 the Little Theater is filled to capacity. The fact that the programs are free may account in part for their popularity, but the Museum management prefers to think that the high quality of the movies offered is also a reason for hanging out the S.R.O. sign.

The program is planned by months — one month may be devoted to great novels that have been made into movies; another may cover a series of famous sea stories, outstanding historical films, or foreign cinemas.

When Mrs. Spreckels gave the Museum to San Francisco she said in effect "Let us do all we can to bring the appreciation of fine art to as many people as possible."

From this remark came the Museum-Aid Program, an activity unique among museums. Museum officials reasoned that "fine art need not be confined within museum walls or the covers of books . . . why not bring our facilities into the classrooms of San Francisco's public schools?"

With the cooperation of school officials, teachers, and librarians, the program was launched in 1944. Curators met with teachers to find out what they could do to increase art appreciation. Lectures were planned, slides — over 9000 of them — were prepared from Museum exhibits, and actual Museum objects were brought to the schools for display.

Increasing Popularity

The Museum-Aid Program has been a marked success. In 1944 over 12,000 public school students viewed exhibits that the Museum had placed on display in the schools; in 1952 the number of student viewers exceeded 132,000. In 1952 the Museum staff presented 169 art lectures in the schools to a total audience of over 11,000 students. Commodore Sloat topped the elementary schools in attendance; Everett and Aptos led among the junior highs; and Lowell was highest in the senior high school division. In recent years the requests for lectures and exhibits in the public schools have exceeded the Museum's ability to service them all.

Adult classes are held weekly at the Museum and are devoted to various fields of art history and appreciation. Art classes for children from 6 to 14 years of age are held at the Museum during the summer and on Saturday mornings during the school year. Instruction and materials are furnished free of charge.

Operation of Museum

The Palace of the Legion of Honor is managed by a Board of 14 trustees, including the mayor and the president of the Recreation and Park Commission as ex-officio members. Vacancies are filled by the remaining trustees of the Board. The trustees appoint a Museum director, a secretary, and the curators. All other employees are obtained from civil service lists. As a department of the city government, the Museum receives money from the city treasury for salaries and operational expenses. The yearly budget amounts to about $185,000.

Things to Discuss:

1. Management of some of the organizations described in this chapter is in the hands of a "self-perpetuating" board of trustees. What does that mean?
2. Should tax money be used to develop the proposed Argonaut Bay at the Aquatic Park, or should the project be financed by popular subscription? Why?
3. Even if they wanted to, the Board of Supervisors cannot require an admission charge to be paid by those visiting the de Young Museum, the California Palace of the Legion of Honor, or the Steinhart Aquarium. Why not?
4. Why is the San Francisco Museum of Art located in the Veterans' Building?

Future artists? Here are two of the 60 to 70 youngsters who take art appreciation courses at the Palace of the Legion of Honor on Tuesday and Thursday mornings during the summer months.

CHAPTER 4

The Scientific Seven

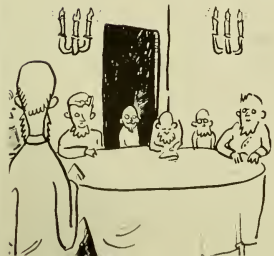
One April evening in 1853 a candle-lit room at 129 Montgomery Street was the meeting place for seven San Franciscans. They may not have realized it at the time, but they were laying the foundation of an organization that would bring knowledge and enjoyment to millions of people each year. What did they do? They founded the California Academy of Sciences, the first such group west of New York.

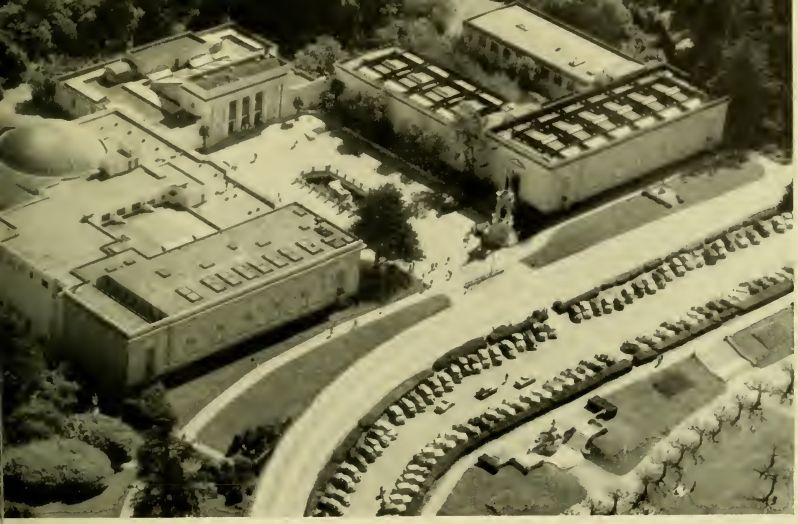
"We, the undersigned," they wrote in their constitution, "unite in a scientific association . . . for investigating and developing the Natural History of California, and . . . of Natural Science generally . . ."

Today, a hundred years later, there are 2000 members of the nonprofit Academy of Sciences who, by their financial contributions, promote exploration and research in the natural sciences.

Today, the Academy of Sciences attractions in Golden Gate Park are visited and enjoyed by millions of people each year. Today, when *Science In Action*, an Academy program, comes on the air, one fourth of all the thousands of Bay Area television sets are tuned to the channel carrying this half-hour program.

But there would be no *Science In Action*, no Steinhart Aquarium, no Natural History Museum, no Morrison Planetarium, no research laboratories, no scientific explorations had it not been for the thousands of citizens of the past and of the present who contributed financial support to the Academy of Sciences. We, as individual citizens of San Francisco, are the gainers because fellow-citizens spent and are spending their money to promote projects of scientific interest.





These buildings of the Academy of Sciences represent 100 years of effort by San Franciscans interested in the natural sciences. Lower left is Simson Africa Hall, then the Morrison Planetarium. In the center is famed Steinhart Aquarium and on the right is Lovell White Hall of Man and Nature.

Long-Time Favorite

While the Academy is proud of *Science In Action*, which it started in September, 1951, this attraction is a rank newcomer compared to Steinhart Aquarium. For 30 years the Aquarium has averaged over a million visitors annually and often has a daily attendance of more than 10,000.

You probably have a hobby of some kind. So did Ignatz Steinhart. It was aquariums. After acquiring a fortune in banking, Mr. Steinhart devoted his spare time to visiting every aquarium in America and Europe and hired experts to study aquarium operation and to assemble information. In the back of his mind was the plan to build an aquarium in Golden Gate Park and present it to his favorite city, San Francisco.

In 1916 he announced his intention. A year later he was dead, but in his will he had written, "It being my earnest desire to provide the citizens of San Francisco with an aquarium to be erected in Golden Gate Park, . . . I bequeath to the California Academy of Sciences $250,000 for the erection of an aquarium . . . and I expect the funds for the maintenance and operation will be furnished by the city of San Francisco."

Because Mr. Steinhart's will specified that the city would have to maintain the proposed aquarium, a Charter amendment was necessary to permit the Board of Supervisors to appropriate tax money for such a purpose. The voters had to give their permission for such an expenditure. They did.

The Aquarium was built and officially opened to the public in 1923, with David Starr Jordan, president of Stanford University, making the dedication speech.

Complicated Operation

When you visit the Aquarium you see the 57 large exhibition tanks and the fish swimming around behind glass fronts that are an inch and a quarter thick, but you don't see the biggest part of the building, the section "behind the scenes."

Operation of the Aquarium is an intricate job because of the variety of fish. Some fish require salt water at ordinary room temperatures; others need heated salt water in order to live; some require cold fresh water; still others will die if air is not forced into their tanks. You can imagine what all this means to the men who run the Aquarium. Each water system requires its own pump, filter, and accumulation cistern. There must be an air compressor, a refrigeration unit, and water heaters.

Fish can live in the same water for quite a while if air is bubbled through it; so, to provide for an emergency in case the water supply is cut off, air lines are run to each tank. And there is a stand-by gasoline engine to pump the air just in case the electric current fails. Operation of the Aquarium is a round-the-clock job. Someone has to be on duty every hour of the day and night.

The Lighter Side

One usually thinks of an academy of science as being composed of very learned individuals seriously concerned with scientific problems. While this is true, they also have their lighter moments.

What you don't see when you visit the Steinhart Aquarium. Some one has to be on duty every hour of the day and night in the service gallery behind the glass fronts of the 57 fish tanks.

In the early days of the Academy there was an amusing botanical discussion over the specific identity of a wild cucumber. One member said it was a new species; another said no. A committe was appointed to investigate. They did, reporting back to the full membership that "progress" was being made in identifying the cucumber, but that no agreement had been reached. This went on for weeks. No final report was ever made. The species of that particular cucumber became (and probably still is) "unfinished business."

Another time one of the curators of the Academy had an enemy who made outrageous attacks on him in the newspapers. The curator never replied to the accusations. But one day, in the course of his duties, the curator discovered a new species of louse. He quietly named it for his attacker. And today there is a particular species of louse that officially bears the calumniator' s name.

Explorers

Expeditions for exploration, study, and the collection of specimens in out-of-the-way places all over the world have resulted in the Academy's acquiring a vast research collection. For example, the Academy owns 75,000 reptiles and amphibians, 68,000 birds, 10,000 mammals. And insects! There is a collection of over three million — one of the world's largest — and no place to display them.

3800 Stars

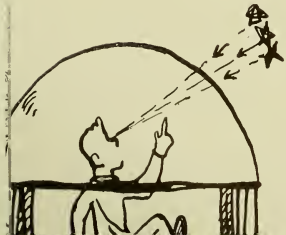
Are you looking for something new and different — something "out of this world"? Then make a date to visit one of Golden Gate Park's newest and most popular attractions, the Morrison Planetarium, located next to the Steinhart Aquarium. There are demonstrations in the afternoons and evenings, but it's best to phone BAyview 1-5100 to get the exact starting times.

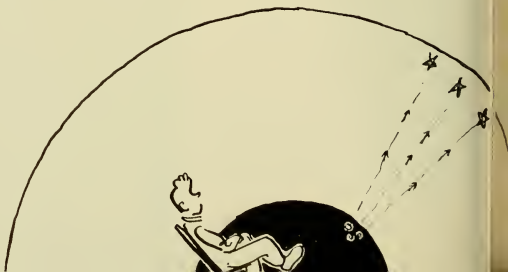
Here, you will be seated under a great aluminum dome, 65 feet in diameter. Here, beneath this indoor sky, is a giant projector that will throw onto the ceiling the images of the sun, the moon, the five planets, and the 3800 stars that are visible to the naked eye. Here, through the magic of the projector, audiences see the sky as it appears from any point on earth; as it was thousands of years ago; or as it will be in future ages. They follow the daily motion of the sun; the yearly eastward movement of sun and planets; the change of latitude; and the slow movement of the celestial pole caused by the top-like wobble of the earth as it turns on its axis. Throughout the show an astronomer-lecturer leads the audience along the pathway of simple astronomical facts.

Newest building of the Academy of Sciences is the Morrison Planetarium, the theater of the stars. A giant star projector, first one ever built in the United States, throws images of planets and stars on the domed indoor sky.

San Francisco is one of the seven cities in the country with such a planetarium, and ours is unique. It is the only projector ever made in America, all the others having been constructed in Germany. San Francisco's projector was constructed by the Academy's staff. Four years of painstaking work went into designing and assembling the 141 separate optical systems, the 321 different lenses, the 25,000 mechanical parts.

The Morrison Planetarium is another illustration of how citizens, by working together, can get something they want. Officials of the Academy of Sciences wanted to build a planetarium because of its educational and entertainment value. A gift of $200,000 for this purpose came from the estate of May Treat Morrison, widow of a distinguished San Francisco lawyer, Alexander F. Morrison. More money was needed. Public-spirited citizens of the city and of nearby communities gave an additional $300,000. School children of Northern California did their share by raising $10,000. And in November, 1952, the Morrison Planetarium became a reality.





Other Attractions

When you leave the Planetarium auditorium why not visit some of the other Academy's attractions? Nearby are the Hall of North American Natural History, the Simson African Hall, and the Lovell White Hall of Man and Nature.

Within the organization of the California Academy of Sciences there is a sort of "junior academy," which consists of those junior and senior high school pupils who have student memberships in the Academy. The purpose of student memberships is to assist those young people who have a strong interest in science. They have their own laboratory and meeting room, and they act as assistants to the regular curators. A 42-acre estate in Marin County is used for outdoor study. Because of the shortage of facilities and money, the student memberships are limited to about 150.

"Pacific Discovery", a bimonthly magazine, is published by the Academy and goes to all Academy members. It presents interesting aspects of science, as well as articles on the Academy's activities.

Management and Direction

The California Academy of Sciences is a nonprofit corporation organized under the laws of California. Management is under the control of a board of 15 trustees, chosen to serve five-year terms by the members of the Academy. The Board appoints a director, a secretary, and the curators. All other employees are obtained from civil service lists through the office of the city's chief administrative officer.

In accordance with a provision in the City Charter, the Board of Supervisors "is empowered to furnish . . . the California Academy of Sciences . . . funds for the maintenance, operation, and continuance of . . . the buildings and improvements . . ." Approximately $136,000 a year is appropriated by the Board of Supervisors for the Academy of Sciences — about 30 per cent of the Academy's total budget.

The Academy of Sciences has come a long way from that meeting of seven men in a tiny Montgomery Street room a hundred years ago; a long way from the days when member Thomas J. Nevins, San Francisco's first superintendent of schools, kept the Academy's entire collection in a cabinet in his office!

It has come a long way from the day in 1882 when it acquired its first scientific exhibit through the generosity of Charles Crocker and Leland Stanford, who put up $8,000 apiece to buy the "Ward Collection." And a long way from the days when it was housed in a brand new building at 833 Market Street, on a site donated by James Lick.

Its greatest growth has occurred since the great earthquake and fire of 1906, which destroyed the Academy's Market Street building. By a charter amendment the voters gave the Academy permission to erect its buildings in Golden Gate Park. And from the ruins of the 1906 disaster has arisen the group of buildings in the Park that draws millions of visitors each year — the California Academy of Sciences.

You Must Decide

You've now completed Chapters 2, 3, and 4.

You've read six different write-ups about six different organizations.

Did you notice that in several respects all six organizations are much alike? Did you notice that they all had the same general "theme"? All are devoted to making San Francisco a better place in which to live. All of these organizations have been created, not by government officials, but by individual citizens who joined with other individual citizens to create an opera house, a veterans' building, an academy of sciences, and four museums.

Some of these citizens gave large sums of money; others subscribed modest amounts; still others gave only what they could afford to give — their time. All of them worked together to improve their city.

Why did they do this? It was because they love San Francisco. It was because they have what is called "civic pride." And they are the kind of people a city *must* have if it is to grow, if it is to solve its problems, if it is to become, year after year, a better place in which to live.

Soon you will have the opportunity — and opportunity it is — to show that you, too, love San Francisco; that you, too, have "civic pride." Soon you will be able to join one or several of the many organizations of citizens who are working toward a better city.

Will you grasp this opportunity? Will you experience the deep feeling of pride that comes from rendering your city and your fellow-citizens a service? Or will you complain about things you don't like, but do nothing about them? Will you sit back and expect "George" to do it?

Soon you must decide.

CHAPTER 5

Books For Everybody

It was quite an evening at Dashaway Hall, 139 Post Street, August 3, 1877.

A group of citizens was meeting to discuss the establishment of a free public library for San Francisco. The question was whether to wait for a tax levy to provide funds or to make a drive for private donations.

One citizen offered 150 books as a starter.

Another remarked, "The only successful theory of a free library is its support from taxes; donations should come afterward, so that every man, woman, and child in San Francisco can say, 'This is my library.'"

"A free library is better than any number of policemen," volunteered one man.

Another insisted that "One hour in a public library is worth more than a full day spent in San Bruno shooting bullets at a target and hitting nothing but some unfortunate wandering cow."

Tax Levy Proposed

Finally the committee got down to work.

They drew up a proposed law authorizing the Board of Supervisors to levy a tax of one mill per dollar of property tax for the support of a free library and provided for an 11-man board of trustees to spend the money. You'll recall that our early-day city government had to get the approval of the state in order to do anything. A request for permission to levy a library tax was sent to the state legislature. Permission was granted, and on June 8, 1878, the San Francisco Free Public Library opened for business in a rented hall on Bush Street between Kearny and Dupont (Grant). Today the business office of the telephone company occupies this site.

Two well-known names appear on the roster of the first board of trustees — Andrew S. Hallidie, inventor of the cable car, and Henry George, author of *Progress and Poverty*. During the Library's first year of operation no books circulated. The public was welcome to come and read, but not to borrow.

By skimping and saving, the Library Commission was able to get enough money together for the construction of this new Marina branch. It is located on Chestnut Street, adjoining Marina Junior High School and Funston Playground.

Customer of Future Prominence

On Christmas Eve, 1879, the year of its opening, the Library acquired a neighbor at 608 Bush Street.

Walking up Bush Street past the Library, a tall, slender, and somewhat stooped man, sporting a drooping black mustache and bamboo cane, paused before a sign advertising furnished rooms. He rented one of them.

This marked the beginning of the residence of Robert Louis Stevenson in San Francisco, the city whose "sights of the Bay, of Tamalpais, of steep descending streets, whiffs of alien speech . . . the sea air singing . . . the chill and glitter, the changing aspects of both things and people" would make him remember San Francisco as "a place apart."

Expansion

The Library grew.

Soon after the circulation of books was permitted in 1881, some 10,000 people held library cards. A branch was opened in the Mission District near 22nd Street, followed by similar facilities in the Potrero District and in North Beach. The trustees endeavored to buy all works relating to the city and to California, and the collection of reference works and children's books was considered the most extensive in the West.

In 1888 the Library moved from its Bush Street location to the new city hall where it was housed until 1906.

Destruction

The earthquake of April 18, 1906, that wrenched the city apart and the great fire that followed, did not spare the Library. Its entire contents of 142,000 volumes were destroyed, as half of the new city hall tumbled down to the ground. Six of the ten branch libraries were burned. Part of the loss was covered by $75,000 worth of insurance, the only insurance, by the way, that was carried by the city government.

Rebuilding

With 15,000 books that were returned from circulation, the Library began the task of rebuilding its collection. Generous and practical assistance was offered by libraries and private individuals all over the nation. The Cleveland Public Library staff sent money for the use of Library staff members who were in need. Boston's Schirmer Music Library contributed music which became the nucleous of the present famous collection. The State Library gave duplicates of its newspaper files.

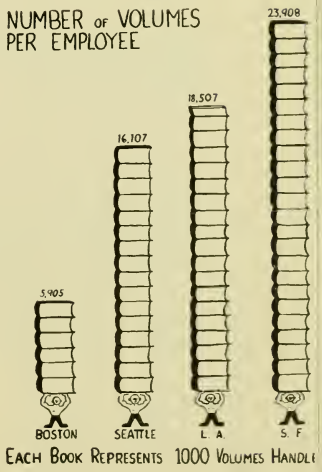
An earlier Carnegie offer was revived. This was the offer of $750,000 for library construction that had been made to the city in 1901 by Andrew Carnegie, the steel millionaire. The offer was tentatively accepted at the time. However, the city never got around to agreeing to the stipulations that went with the gift. The matter came to a head in 1912.

Opposition to accepting the gift was led by a former mayor, Dr. E. R. Taylor. "It is a humiliating spectacle," he said, "this holding out San Francisco's hat to Carnegie. I don't think San Francisco can afford to be a beggar in anything. Why shouldn't she have the glory of putting up all her buildings? I don't want any gift in the giving of which the giver dictates how it is to be used."

Those in favor of accepting the 11-year-old offer contacted Mr. Carnegie. Was the offer still open? Yes. Half the sum would be immediately available for building a main library, and the remainder would be given for branch libraries as soon as the city obtained sites and showed that it was financially able to operate the branches.

Voters Accept Carnegie Offer

The issue was submitted to the voters and they approved the acceptance of the gift by a vote of 56,682 to 27,482. The present site of the Main Library was chosen and Mayor James Rolph laid the cornerstone in 1916. The site had once been Yerba Buena Cemetery, the city's first burial ground, and workmen unearthed the bones of many pioneers while excavating for the foundation. The building, opened in 1917, had cost over a million dollars, one third of the amount having been paid by Mr. Carnegie. In 1921 the last of the Carnegie money was used for two branches, North Beach and Presidio.



Today's Facilities

The Public Library system in San Francisco today consists of the main library in the Civic Center, twelve large branches, nine small ones, a specialized business branch in the Russ Building, and a station in the Telegraph Hill Neighborhood House.

From the 10,000 card-holders of 1881, the number has grown to 138,000. From the 142,000 volumes of the earthquake and fire days, there are now 653,000 books, plus over 300,000 unbound periodicals, pamphlets, and other documentary materials. Book circulation in 1952 exceeded two and a half million.

Our library system is operated by an 11-member Library Commission appointed by the mayor to serve 4-year terms without compensation. The Commission appoints a librarian at $900 per month as its executive officer and a secretary at $625 per month. The librarian directs a staff of 276 employees, of which only 105 are full-time workers.

High Costs Hit Library

A million dollars is a lot of money.

That was the amount of the Library's budget for 1954. It amounts to one and a half cents of every tax dollar.

What does the city librarian do with this million dollars, with this one and a half cents of every tax dollar? Seventy-three cents out of every dollar must go for what are known as "mandatory items." These mandatory items are salaries and retirement charges. That leaves the librarian only 26 cents out of each dollar for the purchase of new books, for rebinding some 34,000 older books each year, for replacing the 2000 books that are stolen annually, and for heat, light, power, and general maintenance of the main library and the branches.

Just as families have felt the pinch of high prices, so has our librarian.

While labor costs have nearly doubled in the last 15 years, the librarian gets no more money for repairs and maintenance than was allotted in 1938. Books he once bought for $1.53 wholesale now average $2.34. Book-binding costs have more than doubled — an important budget item when one realizes that a popular fiction book has to be rebound after 12 to 20 circulations.

Library No Exception

The plight of the Library Commission can be duplicated in nearly every department of the city government. It could hire more people, it could buy more equipment and supplies, it could provide more services *if* only its budget were increased.

So could every other city department *if* only it could get more money.

Every department concentrates on its own problems and plans. Every department wants to do more, but a city, like a family, is faced with the question of what it can afford, of what it can pay for. Somebody, some agency, some group must have an "over-view" of *all* the city's needs. Budget requests of each department must be studied and analyzed in relation to the budget requests of *all* other departments. Budget requests must be "weighed."

This weighing, this analyzing is done by the mayor, the chief administrative officer, and the Board of Supervisors. You will learn more about this matter in Booklet VI.

Two of our newest branch libraries. Lower, Potrero, 1616 20th Street; top, Parkside, 22nd Avenue and Taraval.

Suffice it to say here that, as happens in the case of every city department, the Library budget goes through this weighing and analyzing process each year; and it is usually reduced.

The Library Commission has also had difficulty in its efforts to raise money by means of bond issues. In 1948 a library bond issue for $2,700,000 was defeated by the voters. Another try in 1953, this time for $1,894,950, also failed to obtain the approval by the necessary two-thirds of the voters, though a majority of them did say "Yes."

Some Progress

Nevertheless, progress has been made. By saving money wherever it it could, the Library Commission managed to accumulate $400,000 and with this amount built the new Parkside Branch on Taraval Street, the new Potrero Branch atop Potrero Hill, and the Marina Branch on Chestnut Street near Marina Junior High School.

Perhaps by a continuance of this policy more library facilities can be provided without additional taxes or bond issues.

Meanwhile your Library goes about the business of serving San Francisco's library needs as best it can.

Public-spirited citizens have added to the Library's holdings from their own private libraries and by bequests. The Music Department, one of the nation's largest, has 12,000 volumes of music and nearly 16,000 pieces of sheet music, most of which circulate. More than 500 U. S. and foreign newspapers and some 2000 magazines are available in current editions at the Main Library. There is an Art Department containing rare and fine book collections. The Reference Room answers over 100,000 telephone inquiries a year. And for those who seek laughter there is a rare collection of over 2000 volumes of Wit and Humor, the 1947 gift of a local attorney, Nat Schmulowitz, including *all* of Joe Miller's joke books!

Special Library

Not connected with the Library Commission, is the Law Library in the City Hall and its branch in the Mills Building. Cost of its operation is paid from filing fees collected by the Superior and Municipal Courts, plus a grant of $21,000 a year appropriated by the Board of Supervisors. The Law Library consists of about 4000 volumes, mostly law references, reports, periodicals, directories, and encyclopedias.

Things To Discuss:

1. Analyze this statement: "A free library is better than any number of policemen."
2. The "closed stacks" system at the main library has been frequently criticized. Why?
3. The fiction collection in the main reading room of the main library is operated on the "open shelf" system. Why is this a good system, particularly for fiction?
4. The Library Commission and the City Planning Department work closely together in planning new library sites. Why is this a good practice?
5. A bond issue requires a two-thirds vote of approval rather than a majority vote. What are the good and bad features of the two-thirds vote requirement?
6. Because the city's records of vital statistics were destroyed by the 1906 earthquake and fire, the main library's files of old newspapers are particularly useful. In what way?

Things To Do:

1. Have a class representative telephone the city librarian's office for an appointment to interview him. Learn of his financial problems and of the future plans of the Library Department. Report to the class.
2. Have a class representative visit the Parkside Branch on Taraval Street. Interview the librarian there. Find out why this library is considered "a librarian's dream come true." Report to the class.
3. Have a class representative visit the new Potrero Branch on Potrero Hill. Talk to the librarian about the special features of this branch. Report to the class.

Acknowledgments

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J.W.P.

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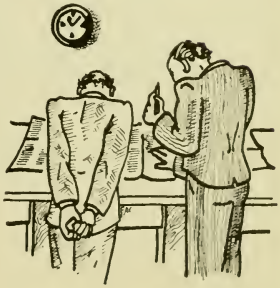

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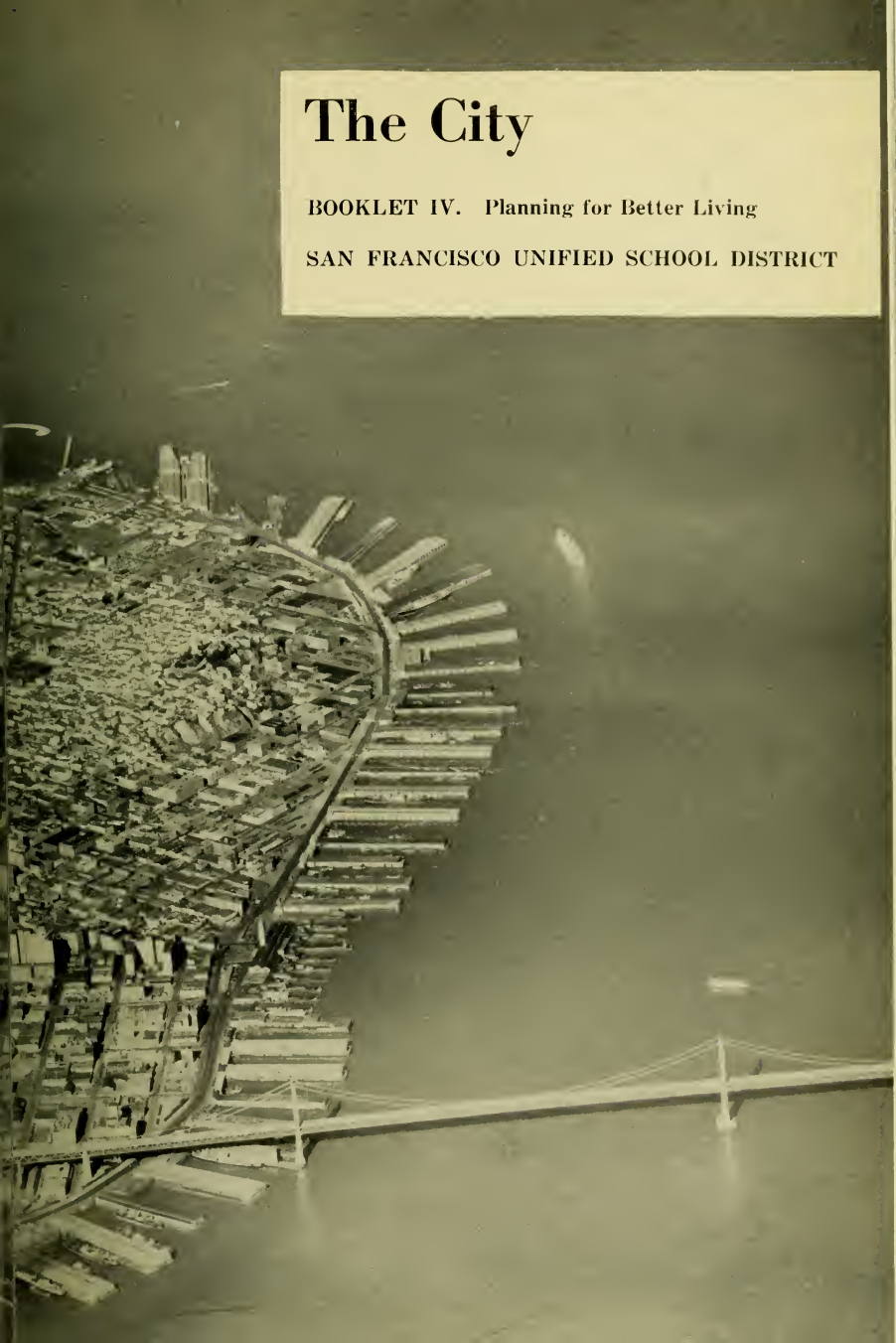
The City

BOOKLET IV. Planning for Better Living

SAN FRANCISCO UNIFIED SCHOOL DISTRICT



You are about to read another booklet about your city's government.

It is the fourth in a series of seven prepared for use in senior civics with the aim of presenting to young San Franciscans an understanding of their local government and of their important place in that government.

Since the days of the Gold Rush, westerners have thought and talked of San Francisco as "The City". We in the secondary schools are proud to have this opportunity to explore with our students the factors which have made San Francisco what it is, and which justify its continued right to be called "The City."

EDWARD H. REDFORD
Assistant Superintendent

MORRIS WILLIAMS
Coordinator, Secondary Education

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Introduction

What you are about to read in this, the fourth booklet on your city's government, had its origin in the Preamble of the Constitution.

Remember what it said?

"We, the people of the United States, in order to form a more perfect Union, establish justice, insure domestic tranquillity, provide for the common defense, promote the general welfare . . ."

Let us stop right there and analyze the phrase, "promote the general welfare."

Would you say that formulating a Master Plan for the development and growth of San Francisco promotes the general welfare? Or the elimination of slums and blighted areas? Or the construction of rental units for low-income families? Or aid to needy children, to the blind, to people so hard up they don't know where the next meal is coming from? Or the helping of boys and girls who are in trouble?

Of course you would.

But promotion of the general welfare is not an automatic thing. It requires thought, planning, and, most important, *determination*, on the part of citizens to take the action, spend their tax money wisely, and choose leaders who will turn high-sounding words into concrete achievement.

What is San Francisco doing *now* to promote the general welfare?

What else can be done in the future so that more and more San Franciscans will say, "This is a good place to live"?

Perhaps this booklet will stimulate you to think about the answers to these questions.

CHAPTER 1

For Today and Tomorrow

What a city does is what its citizens want it to do.

In fact, city governments even act like people sometimes.

Have you ever known a sick person who didn't have time to see a doctor, or who postponed an operation through fear of pain or expense? Certain cities resemble such people.

They postpone making decisions about their problems—about traffic, schools, slums, public buildings, parks, and other important matters. Their voters neglect their civic duties. They are too busy with their own affairs to concern themselves with their city's problems. They don't study measures on the ballot. They don't vote. They dread the cost of making needed repairs to the city's physical plant. They postpone needed new construction.

But, some day, sooner or later, cities, like individuals, will have to face their problems; will have to make plans to solve them.

Whither San Francisco?

San Francisco is a city with plans to solve its problems. Some of the plans have been approved by the voters and are now being carried out. Others, known as "long-range," are only plans so far, and you will be called upon as a voting citizen to decide later on whether or not these plans are carried out.

An example of one of these "long-range" plans is the proposal known as Shoreline Development. This plan envisions an extensive parkway system following the shoreline of the Bay from Hunters Point along the Embarcadero to the Marina, and from the Golden Gate Bridge along the entire ocean front to the county line.

A Master Plan

The men who drew up the city's "constitution"—the Charter—decided that the city should have a Master Plan—a plan that would have to do with the long-range physical development of San Francisco. And they created a

Proposed Mission Freeway looking north from Cortland Avenue. Mission Street is at the upper left and Bernal Heights upper right. Plans call for the northern end of the Freeway to be at 13th Street. Preparations have been made for the city to build the section south of Bernal Cut with money from the city's share of the state gas tax.

special city department to do this planning. It is the Department of City Planning, operating under the general direction of the City Planning Commission.

Important sections of the Master Plan deal with the private uses of land; recreation facilities; traffic and transportation; and public buildings and public land.

Suppose that in 1972 the mayor appoints you to the City Planning Commission. You find yourself one of a seven-member group, five of you appointed to four-year terms by the mayor, plus the chief administrative office of the city and the manager of public utilities. You will be paid $15 by the city for each meeting you attend.

Would you be baffled by the job, by the Master Plan? You shouldn't be.

First off, you find that there is a functioning organization, the Department of City Planning, headed by a director appointed by the Planning Commission. The director has employed a full-time staff of experts who work on the technical phases of city planning.

You learn that there is nothing mysterious about planning for a city. Your experts in the Planning Department simply

1. LOOK AROUND—and find out what exists, the good things and the undesirable.
2. LOOK BACK—and find out what has been responsible for the conditions that now exist. Will these same conditions exist in the future?
3. LOOK AHEAD—and decide what are the desirable goals.
4. SET THE COURSE—using the assembled facts and the goals that have been accepted, lay out a plan for future development.
5. DO SOMETHING ABOUT IT! Plans that are shelved and forgotten are useless.

A Vital Section

Let us see how these "rules" work by taking a look at just one part of the Master Plan—the Transportation Section. This has to do with the moving of people and goods within the city. It concerns autos, buses, streetcars, and trucks.

In order to make an accurate and complete "Look Around," "Look Back," and "Look Ahead," the Planning Department set to work with the Department of Public Works, the Public Utilities Manager, and the Police Department. They collected all the useful information on the subject of transportation. They made a thorough study. Then, they "Set the Course" —laid out a plan for the future. They named it the "Trafficways Plan."

The Trafficways Plan has projects that can be done now, and it has projects for the future—projects upon which you will have to vote.

Forty Miles of Freeways

"Just what is this Trafficways Plan?" you might ask. That's a good question.

The Trafficways Plan for San Francisco envisions about forty miles of freeways within the city, some of which will be elevated. The Plan also includes four "limited-access" boulevards, known as "expressways," and four routes called "parkways." In addition, the Trafficways Plan includes plans for the improvement of certain major and secondary thoroughfares.

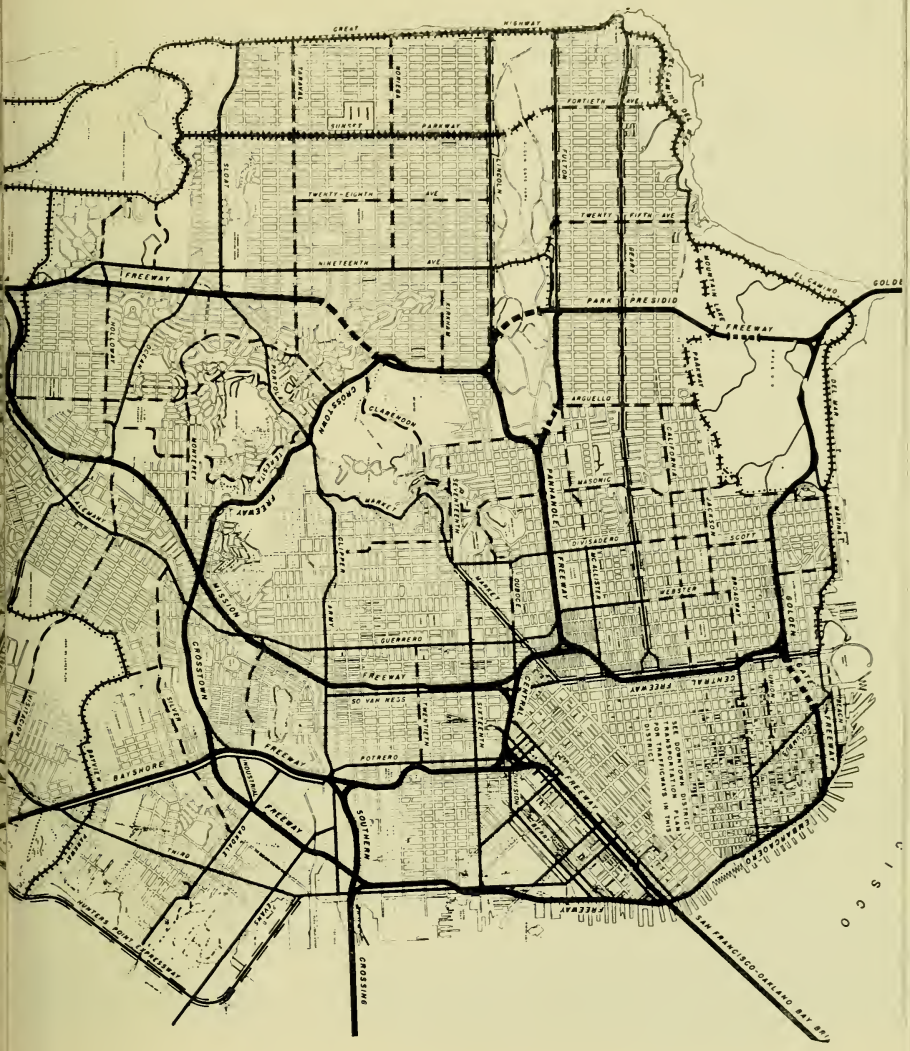
One freeway, the Bayshore, should be completed by 1955. For two others, the Mission and the Panhandle, land for rights-of-way is gradually being purchased. These may be completed by the time you become a voter. Six other freeways are a part of the Trafficways Plan, but the actual completion of them is 15 or so years away. These are the Embarcadero Freeway, the Central Freeway, the Golden Gate Bridge Freeway, the Crosstown Freeway, the Park-Presidio Freeway, and the Junipero Serra Freeway. Almost the entire cost of these will be paid out of gasoline tax funds.

Expressways and Parkways

In addition to freeways, the Trafficways Plan includes converting certain streets into expressways. Unlike a freeway, an "expressway" is simply a through-traffic boulevard with underpasses or overpasses at certain intersections and signals at all others. Geary Street, Van Ness Avenue, and Geneva Avenue have been designated as future expressways.

Another feature of the Trafficways Plan is four "parkways"—Sunset, Mountain Lake, John McLaren, and El Camino Del Mar. The idea behind these parkways is to provide recreation and pleasure driving with the least traffic interference and to link San Francisco's large parks, ocean beach, and the Bay shores.

Finally, the Trafficways Plan includes the improvement of a number of streets into what is called "major" and "secondary" thoroughfares. Much



Trafficways Plan of San Francisco's Master Plan. System of proposed freeways is shown by heavy black lines. Proposed parkway circling the city is shown by double dotted lines. Notice the importance of the proposed Southern Crossing of the Bay in relation to the plan.

Sunset Community Center, bounded by Ortega, Rivera, 37th Avenue, and 42nd Avenue, is an example of city planning. It was developed by the Planning Department, working with other city departments. Left, new Giannini Junior High School; upper right, proposed senior high school. In the center is a Recreation and Park Department playground and recreation building and in the lower right is a part of the new Mark Twain elementary school. Not shown: a Health Department health center.

is being done on this part of the plan. You have seen some of the results—Guerrero Street, Army Street, the Islais Creek Bridge on Third Street, the Junipero Serra Overpass, the New Mission Viaduct, widening of Thirteenth Street, San Jose and Bernal Avenues, Fulton Street and Lincoln Way improvements. There are others: the Broadway Tunnel, the extension of Sunset Boulevard across Golden Gate Park, the widening of Portola Drive, and the extension of Geneva Avenue to Ocean Avenue.

This, in brief, is San Francisco's Trafficways Plan.

Illustration of Planning

Why have we examined this one part of our City's Master Plan so closely?

Because it is a good illustration of one phase of city planning; because it will affect every citizen—his taxes; his property, if it must be bought for a right-of-way or street-widening project; his movement to his job, to stores, and to recreational areas.

Remember, we have examined only one part of our City's Master Plan—the one dealing with the movement of traffic.

You, as a member of the Planning Commission, would have to know the general outline of *all* parts of the Master Plan. You would have to be familiar with something called the "Land Use Plan." You would have to know what would be best for the Master Plan as regards recreation and parks, public buildings, water supply, sewage and sewage treatment, school locations, public housing, parking, and redevelopment.

Facts Lead to Plans

You would get useful advice from the departments of your city government that are in charge of these matters. You would get expert assistance from the professional city planners in the Department of City Planning. And you would get additional aid from the consultant specialists which the City Planning Commission would hire for a particular problem.

You and your fellow commissioners would then adopt long-range plans. If the plans involved the borrowing of money to finance them, and most of them do, then the voters would have to decide whether or not they are willing to borrow that money. You advise what should be done. The voters or the Board of Supervisors will make the final decision.

As a member of the Planning Commission you wouldn't spend all your time on the Master Plan. There are other duties. From time to time your technical staff in the Planning Department will request the Commission to make decisions regarding the zoning of property and of neighborhoods, about set-back lines for buildings, and the enforcement of the Zoning Ordinance.

Zoning a City

What is a zoning ordinance? It is a law passed by the Board of Supervisors to regulate the use of land and the size and shape of lots and buildings. The law is administered by the City Planning Department.

San Francisco has not always had a zoning ordinance. When the city was young, the separation of different uses of land occurred naturally. Commerce and industry were on the level lowlands along the bay. Houses were built further inland and on the hills.

But, as the city grew, industries were located in residential blocks and houses were built on land better suited for industry. The result? One can see it in some of the older neighborhoods—a jumble of homes, apartment houses, taverns, and stores. In the early days people built what they wanted, where they wanted, and that was that.

To end this haphazard practice our Board of Supervisors in 1921 passed a zoning ordinance—one of the first in the country. It established three general zoning classifications—residential, commercial, and industrial. Each of these is broken down into several minor classifications.

Today the 32-year-old zoning ordinance is out-of-date. A new ordinance that would be easier to administer and which would fit into our Master Plan has been proposed by the Planning Department.

Proposed Ordinance

The zoning ordinance proposed by the Planning Department after extensive study must be approved by the Board of Supervisors before it goes into effect. Opposition to the proposed ordinance has developed. By the time you read this, the Supervisors will have accepted, rejected, or made changes in it.

Briefly, here are the main features of the proposed zoning ordinance: Set-back lines are established to maintain distances that houses must be set back from th street. Heights of building and the amount of lot area buildings may cover is regulated. Lot sizes and the area of residential lots is specified. For example, it is proposed that the smallest lot on which a house may be built in San Francisco must have a width of at least 33 feet and an area of at least 2640 square feet.

Then there is the problem of parking for autos and trucks. It is a problem that baffles our city officials and other interested citizens. A partial answer to this matter is offered in the proposed zoning ordinance. It requires builders to provide off-street parking in the construction of new office buildings. It requires industries and businesses receiving or delivering goods by truck to provide off-street parking for loading and unloading.

Double Job

We have seen that our San Francisco Planning Commission has given our Planning Department a double job.

It administers the ordinances that deal with zoning and building. These laws are aimed at protecting property values and at making our city a more beautiful, more convenient place in which to live.

And it formulates a Master Plan for the development and growth of the city in accordance with present and future needs.

The Master Plan is a guide. Whether the Plan is used or not, in whole or in part, is up to the voting citizens of today and of tomorrow.

FACTS AND FIGURES ON YOUR CITY PLANNING COMMISSION AND DEPARTMENT (1952-1953)

Office: 100 Larkin Street at Grove

Meetings: 2:30 p.m., second and fourth Thursday each month

Membership: Seven members, five of whom are appointed by the mayor for 4-year terms, plus the chief administrative officer and the manager of public utilities. Commission appoints a director at $1125 per month and a secretary at $565 per month. Commission may also appoint consulting experts from time to time. All other employees are under civil service. Commissioners are paid $15 apiece for each meeting.

Number of employees: approximately 25

Annual budget: $161,628, mainly for salaries

What they did:

Completed land-use plans for 12 community districts of the city

Completed detailed strip maps for all freeways of the Trafficways Plan

Completed proposed new Zoning Ordinance and submitted it to the Board of Supervisors

Analyzed over 500 proposed projects submitted by city departments

Approved plans for three new subdivisions and one re-subdivision

Worked with Redevelopment Agency on Western Addition and Diamond Heights project plans

Drafted ordinance for regulation of billboards near freeways and submitted it to Board of Supervisors

Made report and recommendations on location of proposed union airlines bus terminal

Acted upon 150 zoning requests

Things to Discuss:

1. Among the big cities, only New York, Philadelphia, and Houston have borrowed more money than San Francisco. How might our "bonded indebtedness" affect the carrying out of our Master Plan?
2. The fact that a city has borrowed a large amount of money may be a "good" or "bad" sign. What are some of the "good" signs and the "bad" signs in this respect?
3. San Francisco has a high credit rating. When we issue bonds we have no trouble selling them to investors. What are some of the factors that give a city a good credit rating? In many ways a city's credit rating is determined the same way as is an individual's rating.

4. Slums are undesirable from the standpoint of the people who must live in them. They are also detrimental as regards a city's tax income and the cost of fire and police protection. In what ways?

5. If people living in the suburbs can get to and from the San Francisco jobs faster than can those who live right in the city, why is that bad for San Francisco?

6. You are on the City Planning Commission. A freeway is planned that will take most of the traffic off a street where a man has a store. He protests the freeway plan. What might you tell him?

7. A large subdivision is planned within the city. What interest does the city, through the Planning Department, have in how the subdivision is laid out?

8. Analyze this statement: "The improvement of the neighborhood environment is a public responsibility which must be given constant attention."

9. In San Francisco the ratio of total park and playground acreage compared to total area is close to nationally-accepted standards. The greatest acreage of our parks and playgrounds, however, is in parts of the city where the fewest people live. Why is this?

10. It has been estimated that if every downtown worker drove down in his car we would need 65 Union Square garages to provide parking space. What are some of the solutions that have been suggested for the downtown parking problem? You suggest some also.

11. A city has just so much income. For many years each San Francisco governmental department planned its capital outlays independently of other departments. Then a charter amendment in 1947 directed the City Planning Department to bring together all departmental projects into an annual and a five-year program related to the Master Plan. What are the merits of this amendment?

12. If there is a measure on the ballot proposing the spending of money for a public improvement, why should the opinion of the Planning Commission be useful in helping you to decide how to vote?

13. Population within a city shifts from one section to another. Name some agencies of the government that are affected by such shifts.

14. It has been said that "when the public understands and is in possession of all the facts, its decisions and judgments are usually wise." Relate the statement to the Planning Commission and the Master Plan.

15. Why must the Redevelopment Agency and the Department of City Planning work together on such projects as Western Addition and Diamond Heights?

16. Why is it a wise Charter requirement that the Board of Supervisors must approve all departmental budgets?

17. How does zoning protect property values? Illustrate.

18. The Department of City Planning has a large map showing what is called the "City-wide Land Use Plan." What might be indicated on that map?

Things to Do:

1. Have a class representative attend one of the meetings of the City Planning Commission. The Commission meets at 2:30 p. m. the first and third Thursdays of each month at 100 Larkin Street at Grove. Report to the class.

2. Visit the Department of City Planning. See the large drawings of the Master Plan. Have them explain the "Land Use Plan." See scale models of some of the projects. Report to the class.

3. Get a copy of the zoning laws. Study. Report to the class.

4. Find out from the Department of City Planning the improvements they have proposed for the next year; for the next five years. Report to the class.

5. Look up the dictionary meaning of the term "eminent domain." Relate it to our Master Plan. Explain to class and suggest particular instances in which it might be used.

CHAPTER 2

A Worth-while Aim

"The Congress hereby declares that the general welfare and security of the Nation and the health and living standards of its people require . . . the realization as soon as feasible of the goal of a decent home . . . for every American family."

Those are words from the U. S. Housing Act of 1949.

Do they make you feel proud to be an American? They should, especially when you know that they are being translated into action right here in San Francisco.

Does every San Francisco family have a decent home?

The answer, sadly enough, is "No."

But something is being done about this problem—right now. And it is being done in the most democratic way, with the mayor, the Board of Supervisors, and two commissions composed of public-spirited citizens working together to clear certain areas in our city that are old and run down and to see that they are rebuilt.

Part of Master Plan

From your previous reading you should know the name of one of these commissions. It is the Planning Commission, which, after having the City Planning Department study the areas that should be rebuilt or "redeveloped," included them in the city's Master Plan.

The other commission that is assigned the actual job of carrying out the plans is the Redevelopment Agency. It consists of five commissioners appointed by the mayor and approved by the Board of Supervisors for six year terms. They may be removed from office by the Board of Supervisors with the approval of the mayor. For each meeting they are paid $10 apiece.

Action On Two Projects

The Redevelopment Agency is now working on the final plans for two redevelopment project areas—Western Addition and Diamond Heights. Another area of approximately nineteen blocks in the South of Market District has been approved by the Board of Supervisors for future development, with emphasis on obtaining additional sites for industrial and commercial enterprises.

Project Under Way

Area Number One of the Western Addition project consists of 28 blocks, most of them densely built-up and badly blighted. The project area is bounded by Post, Eddy, Franklin Streets and St. Joseph's Avenue. These 28 blocks are a part of a big 280-block area that was designated by the Board of Supervisors in 1948 for study and redevelopment over a period of years.

Diamond Heights consists of 325 acres in the geographical heart of San Francisco, just south of Twin Peaks. Unlike built-up Western Addition, the Diamond Heights area is mostly vacant land. Though Diamond Heights was sub-divided many years ago, a poor layout of streets and lack of improvements of all kinds have prevented the development of the three steep hills and the rugged canyon of this area.

The Redevelopment Agency expects to start acquiring property for both projects early in 1954. When completed, the Western Addition and Diamond Heights projects together will provide an estimated 15,000 new homes — divided equally among the two areas.

How the Agency Works

Our Redevelopment Agency operates under strict state law, the California Community Redevelopment Law. This law tells the Agency what it *must* do, what it *may* do, and what it must *not* do.

Many departments of the city government are working together to eliminate such sub-standard living quarters so that more and more San Franciscans can say, "this is a good place to live."

This nearly-vacant plot of ground shows part of the site for the Diamond Heights project of the Redevelopment Agency. High point is known as Red Rock Hill. The city receives little tax money from such vacant land, but the city's Master Plan seeks to correct this situation by covering this area with private homes, apartment buildings, a neighborhood center, and some low-rent housing units.

Suppose the Board of Supervisors has approved the final redevelopment plans for a project. Before the Agency starts to work it must find housing units for all the people who have to move out of the project area. And the housing units must be at a rental these people can afford. As an additional safeguard, the law requires the Board of Supervisors to make a finding that the housing units have been found for those who must move.

Once the people have been moved out of the project area, the Redevelopment Agency begins buying the property necessary to carry out the plan. The money to buy this property is *loaned* to the Agency by the Federal Government. The Agency pays a property owner a fair market value for his property. If the owner is not satisfied with the offer and refuses to negotiate, then the Agency is empowered to obtain the property by the procedure known as *eminent domain.* (See "Things To Do," Number 5, at the end of Chapter 1.)

Clearing the Land

After the Agency has bought the property in the project area it is authorized by law to tear down the necessary buildings, do any grading required, install streets and utilities, and otherwise prepare the land for rebuilding in accordance with the approved redevelopment plan.

Agency Does Not Build

Once the land is cleared of the blighted buildings and the area is laid out according to the redevelopment plan, a great part of the Agency's work is done. The Agency does not build anything. It merely sells the land to private

individuals or businesses or to city departments which agree to build on their land in accordance with the Master Plan. Some of the land will be bought by the Housing Authority for construction of permanent low-rent apartments.

Paying for Redevelopment

The Federal government contributes two-thirds of the *net* cost of a redevelopment project and the city pays one-third. The city's expenditure ordinarily is in the form of "capital improvements"—school buildings, playground facilities, and street work. The *net* cost is the difference between what the Agency pays for the land and what it sells it for. The Federal money is administered by the Housing and Home Finance Agency.

Cooperative Effort

In preparing its plans, the Redevelopment Agency works and confers with different city departments, residents of project areas, potential private builders, and other interested parties so that the final result will reflect San Francisco's needs and the wishes of its citizens.

Model of Diamond Heights redevelopment project. Upper left, Portola Drive at Clipper Street. Running across the lower part of the picture is O'Shaughnessy Boulevard. All types of homes will be built—detached houses, row houses, garden apartments, tower apartments, and public housing units. Upper right, the neighborhood center, consisting of an elementary school, a playground and park, a public library, churches, and a shopping center.

New Use of Old Idea

Some people think that the idea of having a public agency develop a city according to a Master Plan is a new idea.

Well, George Washington suggested it when the capital city was planned along the banks of the Potomac. A Master Plan was drawn up by experts and it was followed to conclusion. The result was Washington, D. C.

What is new is *re*development—the rearranging of a city after it has been built. This idea has come forth during your lifetime. California's first redevelopment law was passed by the legislature in 1945. In 1947 our City Planning Commission recommended to the Board of Supervisors that they designate the Western Addition a "redevelopment area."

The first public hearing in California on redevelopment was at our Civic Auditorium in 1948 with over 3000 persons attending. As with any new idea, there are those who favor it, those who oppose it, and those who are confused by it. And that was the way it was at San Francisco's first public hearing on redevelopment.

Some Were in Favor of Plan

Let us listen in on the remarks made at this meeting by a few of those who favored and by a few who opposed the redevelopment plan for the Western Addition.

Said one of those who favored the plan: "It is the (area) that is the worst blighted in the city, the most overcrowded, has the oldest houses, the most unsanitary conditions, the place where crime and juvenile delinquency and domestic difficulties, and all the other things that grow out of blight and slums, exist in the worst degree."

Said another, "We recognize that the owners of property, the people who live there and who are renting their homes, must be provided with housing; the minorities—the problem of financing, of paying the bill for this development; this buying up of slums and clearing them away, and selling the land to private capital to build new buildings—we recognize that all those things present real problems. But we have decided, ladies and gentlemen, that there is no royal road to redevelopment. It is something we have to meet. We have to work on it and, if we can, we have to solve it."

And another said: ". . . it is a good buy, a good investment. The taxes that will come from the redeveloped property will more than pay for the cost . . . and we feel, more than that, that the human values which are involved here make the designation of this redevelopment area imperative; we feel it is important to our people, to the children who must grow up in this district, to the war veterans who are living there today with their families in sadly overcrowded conditions."

Still another, "This is not a large area in San Francisco. It is roughly two and a quarter miles of the thirteen miles of residential area in San Francisco. And yet it has 20 per cent of the arrests in San Francisco. It is something the Police Department faces every day . . . unless you and the people of San Francisco take positive action along these lines (redevelopment) you must expect continuous crime and vice to come from this area . . ."

This scale model of the east portion of the Western Addition redevelopment project area. New buildings are shown in white. The wide street is an improved Geary Street. In the foreground is Margaret Hayward playground and Jefferson Square.

Others Were in Opposition

After a number of others had spoken along the same lines, the opposition was then heard. "I am on the opposition," said one man. "The Western Addition's property has been sold for twice and three times its value. If the property is taken by eminent domain, and the property taken at actual value, you will find that property worth $6,000 was purchased about a year ago for $10,000 . . . I think that if the Government is going to subsidize private enterprise to rebuild in the area, they should also subsidize the parties who will lose money when their property is taken over."

Another spoke up. "This development law is not adequate. We feel that it is undemocratic because of the fact that it places the burden on the minority people to carry the burden, to see that their rights are protected. We feel that there should be written into the law on the local level, certain guarantees that racial covenants, known as 'gentlemen's agreements,' will *not* be placed on lands developed under eminent domain in the Western Addition."

Said another, "There should be certain definite guarantees given to persons displaced that they would have the first choice to return. A great plea has been made for housing, and we must recognize the fact that you cannot take 86,000 people out of one neighborhood and put them in another neighborhood. They should have the first choice of coming back to the area that is redeveloped, irrespective of race, color, and creed."

Still another spoke up. "I am an owner of three pieces of property in this district. I would like to know just what appraisals would be made on that property. I would like to know where the tenants who have been in these property for 15 and 20 years—where they are going, and whether they can come back. And I know full well that they can't come back when redevelopment takes place with the cost of building today."

It was nearly midnight before the meeting ended. All those there who were in favor of or opposed to the redevelopment plan, and who wished to speak, had been heard. The meeting had been a good example of "Democracy in Action."

Today the outcome of this first public meeting held in 1948 may be seen in the work going on in the "project area" of the Western Addition.

Things to Discuss:

1. Review the meaning of "eminent domain." How does it work?
2. What are racial covenants—"gentlemen's agreements?" Find the section in the United States Constitution that refers indirectly to them.
3. Should taxes be paid to the city by the Redevelopment Agency on the value of the vacant land in a redevelopment project *before* any construction is started on it? Why?
4. The present Western Addition "project area" contains 9600 persons. All of them must move out. How will this affect schools, traffic, adjoining sections?
5. Why is it good that the Redevelopment Agency is required by law to move only as fast in its redevelopment work as it can find suitable housing for the people who will be displaced?
6. A person in the Western Addition offers a flat building for sale. Why should a buyer be careful about the price he pays for it?
7. Do you think it is a good idea that part of the Western Addition "project area" be set aside for the construction of low-rent *public* housing? Why?
8. Why is it a good idea to require the Board of Supervisors to approve each step taken by the Redevelopment Agency?

FACTS AND FIGURES ON YOUR REDEVELOPMENT AGENCY (1952-1953)

Office: 512 Golden Gate Avenue

Meetings: 4 p.m., first and third Tuesday each month

Membership: Five members, appointed by the mayor and confirmed by the Board of Supervisors, for six-year terms. May be removed by Board of Supervisors with concurrence of the mayor. Commissioners appoint a director at $916 per month, a secretary at $600 per month, and all other personnel. Commissioners receive $10 per meeting.

Number of employees: 16

What they spent: $190,421 (all Federal money)
$2,000 (city money)

What they did:

Obtained approval from Board of Supervisors, after two public hearings, of 28-block Western Addition slum clearance project

Completed engineering work on Diamond Heights project

Obtained allocation of Federal funds for both Western Addition and Diamond Heights projects. This amounted to a loan of 21 million dollars and a grant of 6 million

Instituted court test on constitutionality of Community Redevelopment Law

Began preparation of final plan on Western Addition project

Obtained from the Board of Supervisors the designation of South of Market Redevelopment Area as blighted area.

Maintained San Francisco's lead over other California cities in redevelopment progress. State law requires ten steps before redevelopment reaches "bulldozer" stage. San Francisco is now in Step 8—Final Plan. Two other California cities are in Step 2—Preliminary Planning; 9 are in Step 1—Area Designation.

CHAPTER 3

Varied Tasks—One Purpose

What happens at a meeting of a city commission? What do they do?

Let us suppose that it is the first Monday of the month. One of your commissions, the Art Commission, meets then. You get excused from school early so you can arrive at their 100 Larkin Street headquarters by 3 p. m.

This is one of your city's largest commissions. There are 16 members, 10 of whom are appointed by the mayor. The other six are ex-officio members. This means that because of their other positions they are automatically members of the Art Commission. These six ex-officio members are the mayor and the chairmen of the Library Commission, the Recreation and Park Commission, the City Planning Commission, the deYoung Museum, and the California Palace of the Legion of Honor.

The Charter is very definite as to the qualifications of the mayor's 10 appointees. He must appoint two architects, one artist-painter, one artist-sculptor, one musician, one writer, one landscape expert, and three laymen. These commissioners serve five-year terms and give their time to our city for no pay.

As you enter the meeting you will receive the agenda—a list of the matters before the commission today. It is a good illustration of the varied work of the Commission.

Decisions on Plans

The Charter requires the approval by the Art Commission of plans for *any* structure built on city property. At this meeting the Commission rejects the preliminary plans for a pilots' locker room and lounge at the Airport and returns them to the Public Utilities Commission for recommended changes; it approves the final plans for the Sunset Community Center; and it approves the preliminary drawings for the Geary Elementary School that were submitted by the Board of Education.

Next is the matter of moving the Francis Scott Key monument in Golden Gate Park. A Commission committee reports that it visited the proposed site at the north end of the Sunken Garden in the Park and found it satisfactory if certain replanting is done in that area. The Commission approves the removal of the statue to the new site. This action is in keeping with the Charter which says "no work of art

shall be contracted for or placed or erected on city property . . . unless submitted to and approved by the Art Commission."

Art and Music, an Agenda Item

A man and wife have written a letter to the Commission offering to give the city an oil painting. The Commission gives a polite "No, thanks." The Charter states that the city can accept no work of art unless approved by the Art Commission.

The agenda for the meeting lists the matter of soloists for the Municipal Concert Series in January. The Commission approves and authorizes the payment out of the Music Budget of $100 to each of the six soloists. Plans are also approved for the Annual Art Festival to be held at the Palace of Fine Arts in the Marina. The Charter specifies that the Art Commission will handle all Municipal Concerts, the Municipal Band, the Municipal Chorus, and any municipal art exhibition.

Advice Upon Request

Then there is the usual number of designs and sketches that have been submitted to the Commission by owners of private property because, as the Charter states, "any person contemplating the erection of any building or the making of any improvement *may* submit plans . . . to the Art Commission for advice and suggestions for which no charge shall be made . . ."

Before adjourning, the Commission approves its budget for the next fiscal year.

After the meeting you ask one of the commissioners where the budget money comes from and he tells you that the Art Commission is allotted a half a cent per $100 worth of property tax money collected by the city. He also points out that the Municipal Concerts earn about $20,000 a year and that this money is turned into the city's general fund.

Things to Discuss:

1. Art Commission members appointed by the Mayor are busy, prominent citizens, yet they willingly give their time for no pay. Why?
2. Why is it a wise provision in the Chapter that the Art Commission supervise and control the spending of all money appropriated by the Board of Supervisors for music and the advancement of art and music? Think of the composition of the Art Commission.
3. The Art Commission has steadily resisted all efforts to place statues in the Civic Center Plaza. What is your opinion in this matter?

FACTS AND FIGURES ON YOUR ART COMMISSION
(1952-1953)

Office: 100 Larkin Street at Grove

Meetings: first Monday of each month at 3 p.m.

Membership: Sixteen members. Six are ex-officio: the mayor, and the chairmen of the library commission, planning commission, recreation and park commission, and the California Palace of the Legion of Honor trustees, and the Museum trustees. Ten are appointed by the mayor for five-year terms and must include two architects, an artist-painter, an artist-sculptor, a musician, a writer, a landscape expert, and three laymen. The mayor's appointees receive no compensation. The Commission appoints a secretary at $565 per month.

Number of employees: 2

Annual budget: $157,125

What they did:

Sponsored nine "Pops" concerts under the baton of Arthur Fiedler. Used some of budget money to help finance the program and thus make possible low prices for seats —30 cents to $1.50.

Sponsored annual Art Festival at Palace of Fine Arts, which was attended by over 200,000 visitors. This is the only municipally-sponsored affair of its kind in the United States.

Completed, at a cost of $1750, a city-wide art survey. For the first time all works of art in public and private buildings were catalogued.

Continued the financing of the Municipal Band.

Civic Design Committee studied and reviewed plans of school building program and examined drawings of hundreds of other municipal building projects.

4. Tickets for the Municipal Symphony Orchestra concerts cost as little as 30 cents. These low prices are possible because tax money pays part of the cost of the concerts. What reasoning do you suppose is behind this policy?

5. Only a few cities have art commissions; in others the art commission has no power. What thinking do you suppose led the men who drew up our charter to establish our Art Commission and to give it certain power?

CHAPTER 4

A Better Place To Live

America is not perfect.

We have poverty, slums, racial discrimination, crime, and other cancerous growths in our country.

But, being Americans, we are not discouraged. We have the *will* and we have the *means* of minimizing and, in some cases gradually eliminating, these undesirable conditions.

Our *will* is shown by our history—we are a people who do not accept bad situations as inevitable; we are a people forever dissatisfied with the imperfect; we are a people whose efforts to create a better way of life have placed our country far ahead of all other nations.

Our *means* are found in our form of government. We *make* our destiny. We choose our leaders and our representatives. We direct them to pass the laws we want. And we fire those who fail us.

An example of government doing a job we have ordered it to do is the work of the San Francisco Housing Authority. Our representatives in Congress, together with the representatives from the other sections of this great land of ours, created the United States Housing Authority in 1937 to perform a particular service the citizens wanted.

The Assignment

What job did the people's representatives assign to the Housing Authority?

It was this: In cooperation with the states, to create housing authorities in local communities for the purpose of constructing, maintaining, and managing low-rent housing projects. The Federal government would provide practically all the money for such projects.

California and San Francisco acted immediately. California passed an "enabling act" to take advantage of the offer, and our board of supervisors quickly passed the required resolution stating that inadequate housing existed in San Francisco. This was in 1938.

Here is a picture of the first permanent low-rent housing project in the West. It is Holly Courts, opened in 1940. There are 118 apartments. The average income of families living in low-rent housing projects is $2188 a year.

Two years later the San Francisco Housing Authority opened Holly Courts in the outer Mission. This, the first public housing unit west of the Mississippi, provided 118 low-rent apartments.

In 1941 two more projects were opened for occupancy—Potrero Terrace on the south side of Potrero Hill and Sunnydale off Geneva Avenue near the Cow Palace. Potrero Terrace comprises 469 apartments and Sunnydale, largest of the Housing Authority projects, has 772 apartments.

Different Points of View

Today the idea of a government agency building, maintaining, and operating low-rent housing in permanent buildings has been more or less accepted by most people.

Can you imagine the questions, the discussion, the arguments that filled the air in the 1930's when the idea was first suggested? Should the government go into the housing business? Is it proper to use public money to build homes for people? Does San Francisco need such projects? Should such projects pay taxes to the city? What safeguards must be set up to make sure that low-rent housing goes to those who need it most? How will this government housing affect privately-owned rental property?

These are but a few of the questions that were debated with much spirit and considerable heat before and after the creation of the San Francisco Housing Authority.

Perhaps the touchiest question had to do with whether or not the construction of rental housing by a government agency was unfair competition with private citizens who owned rental housing.

Seeking a Solution

Expressed simply, the problem was this: Families with low incomes needed rental housing. Could private industry provide such housing, rent the apartments at prices these families could afford, and still make a reasonable profit on the investment? The answer was "No." Congress sought a solution to this problem. It created a government agency to do what private industry could not afford to do.

Yes, this is San Francisco. But we can be proud that our Housing Authority and other departments of the city government are actively working to reduce the number of such places.

As you've read, San Francisco was one of the first cities in the state to take advantage of the U. S. Housing Act. The mayor appointed five local citizens to the San Francisco Housing Authority. They serve their city without pay. The Authority in turn appointed an executive director to handle administrative affairs. Money was borrowed, bids were called for construction of housing units, and within three years 1359 low-income San Franciscans had moved out of their run-down flats and apartments and into brand spanking new homes.

A New Task

The Authority was going ahead with other projects when suddenly our nation found itself in World War II. The program was suspended, but the housing problem got worse. Thousands of war workers poured into San Francisco to man the shipyards and defense plants. Where could they live? Because the Housing Authority had had experience in housing families, the Federal government turned to it to meet this urgent problem.

In a matter of months over 500 acres of land, mainly in the Hunters Point and Candlestick Cove areas, blossomed forth with temporary war housing—homes for 35,000 war workers. It was one of the biggest temporary war housing developments on the Pacific Coast.

World War II ended. Many of the war workers returned to their homes in the East. Could the temporary housing be torn down? No. Returning veterans were confronted with a critical housing shortage in San Francisco. Many of the temporary housing units were converted to house the veterans and families.

Housing Shortage Continues

Meanwhile the Housing Authority returned to its original activities—the construction and operation of *permanent* low-rent housing facilities. Some of the temporary war housing was torn down. Then another emergency arose. The Korean War began in 1950. There was a continued housing shortage, and it was necessary to keep the temporary housing in service.

If you were a member of the Housing Authority you would be in an organization that is San Francisco's biggest landlord. You would be responsible for nearly 7000 Veterans Preference homes. These are principally former temporary war housing, like the Candlestick Cove project over the hill from Bayshore Highway and Third Street. You would have to see that these projects are kept in a liveable condition until the families can find other housing, and you would have the plans ready for tearing down these places within, say, the next four years or less.

In addition, you would be busy with the job of completing *permanent* low-rent housing projects. Every year you and your fellow-members of the Housing Authority would open a couple of new permanent projects — like Ping Yuen in Chinatown and North Beach Place, which opened in 1952; Bernal Homes, 26th and Harrison, and Hunters Point in 1953; and, looking ahead, Potrero Annex and Alemany in 1954, and three more in 1955.

Above, these young San Franciscans of low-income families may not always have to play in alleyways. Below is a playground in the Sunnydale housing project — proof that the citizens are doing something about this problem.

People don't want *to live in such places, but they may have to because they can't afford anything better.*

San Francisco, a Good Place to Live

As a member of the Housing Authority, all this work would take time—your time. And you would give that time to the service of your city for nothing. You would do this so that more and more San Franciscans could say, "This is a good place to live."

From time to time you would be called upon to speak before civic organizations. Some of your listeners would be critical of the idea of a government agency's being in the housing business. You would go out of your way to make clear two very important facts that are not as widely known as they should be.

Not Charity

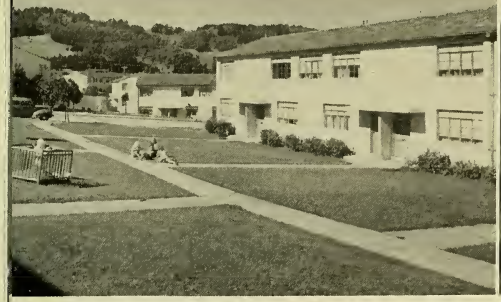
First, you would point out to your listeners that the Housing Authority is not a charitable enterprise. It pays its way. Money collected from the tenants in the low-rent projects is used to pay off the loans that were obtained from private bankers for construction. In fact, these loans are being paid off at a faster rate than was first thought possible. Money from tenants is used to pay for the maintenance of the buildings. And money from tenants is paid to the city "in lieu" of property taxes on the value of the buildings.

Imagine the happiness of a family that moves from the kitchen above to one of these low-income rental units of the Housing Authority.

One unit of Ping Yuen, a Housing Authority rental project for low-income families, located on Pacific Street in Chinatown. Pailou Gate, entrance to the project, says "peace and prosperity prevail among virtuous neighbors."

When Congress passed the Housing Act, the law stated that low-rent housing units would be free of local property taxes, *but* that "in lieu" payments would be made each year to each local government. These payments to the city each year make the Housing Authority the fourth largest taxpayer in San Francisco.

Secondly, you would describe to the audience the safeguards that have been set up to make certain that only those most needing low-rent housing get that housing. What are these safeguards? Who is eligible to live in San Francisco Housing Authority homes?



Left, a portion of Sunnydale, opened in 1941. It is located in Visitacion Valley near the Cow Palace and is the largest of the Housing Authority's projects. Right, thirteen three-story buildings comprise North Beach Place at Bay and Columbus. It was opened in 1952.

A Great Day for Nick

Let us look in on Nick Sigurd Leonard. He and his family are about to become tenants in a Housing Authority project.

Right now he is tired.

Since early morning he's been up and down the three flights of rickety stairs, lugging furniture from the grimy four-room Western Addition flat down to the rented truck.

Now he is finished.

Leaning against the doorway, he surveys the empty rooms—rooms that for four years have been "home" for him and Irene and the two kids. The place looks worse empty. Irene managed to soften some of the ugliness of the place with bright drapes that hid the weather-beaten, rotting window frames, with pictures to cover the holes in the plaster, and with scatter rugs over the loose, splintery floor boards. Stripped of these feminine touches, the dilapidated floors and walls literally glare at him.

But, tired as he is, Nick is also happy.

Tonight they will have dinner in their new home, North Beach Place, one of the low-rent units of the San Francisco Housing Authority. Tonight, after months of waiting, of being investigated to see if he qualified for a rental unit, Nick Sigurd Leonard, veteran of World War II, will sit down to dinner with his little family in a new apartment.

Not "the" government, but "his" government has done something for him and for other Nick Leonards like him throughout the nation.

Requirements for Tenants

How did Nick qualify for his Housing Authority apartment?

He was a veteran. Families of veterans and servicemen have special preference for admission to all housing. The family of a veteran may be the widowed, divorced, or separated wife of a veteran, with children. No single persons are eligible for low-rent housing.

He had a low income. The Housing Authority has defined families of low income as ". . . those whose total income after normal deduction does

not exceed the following: Family of two with monthly income of $225; family of three or four with monthly income of $241.66; family of five or more with monthly income of $258.33." An additional $100 of income a year is allowed for each minor. Tenants may increase their income 25 per cent above their admission limits and still remain in a low-rent unit. The Housing Authority has permission by law to change the income requirements. Rentals vary from $25 a month for a 2-room apartment to $63.50 a month for a 3-bedroom size. Rental rates are also subject to change.

Some Must Move Out

Suppose that after a couple of years in his low-rent apartment Nick is making more money than the income requirements of the Housing Authority. He must move. He will be given 30 days' notice to vacate, and the Housing Authority will assist him in finding private housing. The law is quite definite that over-income people must move out of Housing Authority units. Why is this sound policy?

To safeguard the operation from fraud, the Housing Authority makes a check of every tenant's income each year by obtaining a statement of earnings from his employer. Also, each tenant is interviewed to find out if there have been changes in the family life that would not make him any longer eligible for low-rent housing.

Requiring More from Our Government

For generations Americans have recognized the fact that their government must provide them with police, fire, and health protection; that it must educate their children; that it must furnish recreational facilities; and that it must provide a host of other services.

And today more and more citizens are coming to the conclusion that their government must act to eliminate dwellings with lower than acceptable minimum standards.

The San Francisco Redevelopment Agency and the San Francisco Housing Authority are two partial answers to our own city's determination to "do something" about this problem.

Marked for demolition are some of the temporary housing structures in the Candlestick Cove project. Marked area is in the path of the new Bayshore Freeway. The law requires the Housing Authority to find new homes for the families who must move.

SAN FRANCISCO HOUSING AUTHORITY
PERMANENT LOW-RENT HOUSING PROJECTS

Name	No. of Apts.	Opened for Occupancy	Location
Holly Courts	118	1940	Appleton, near junction of Mission and Dolores Streets
Potrero Terrace	469	1941	South side of Potrero Hill, near Army and Connecticut Sts.
Sunnydale	772	1941	Off Geneva Ave. near Cow Palace
Valencia Gardens	246	1943	Fourteenth and Valencia Streets
Westside Courts	136	1943	Sutter and Broderick Streets
Ping Yuen	234	1952	Pacific St. between Powell and Kearny Sts.
North Beach Place	229	1953	Bay St. and Columbus Ave.
Bernal Homes	208	1953	Twenty-sixth and Harrison Sts.
Hunters Point	317	1954	Kirkwood, Jerrold, and Paula Sts.
Potrero Annex	172	1954	Twenty-third and Missouri Sts.
Alemany	164	1955	Alemany Blvd. near Gates St.
Harbor Slope	226	1955	Hunters Point
Harbor View	350	1955	Hunters Point
Western Addition	608		Turk, Eddy, Laguna, and Divisadero Sts.

Things to Discuss:

1. Suggest dealings that will occur between the Redevelopment Agency and the Housing Authority in the Western Addition project.
2. Analyze this statement, made by the president of one of Chicago's largest realty and mortgage companies: "If a city is well along with its comprehensive planning, public housing will not drive away prospective private developers."
3. The tearing down of old, cheap hotels in the South of Market district will force many aged single persons to move. Our Housing Authority excludes single persons from housing projects. The New York Housing authority, however, provides low-rent units for single persons. What do you think should be done about this problem?

FACTS AND FIGURES ON YOUR HOUSING AUTHORITY
(1952-1953)

Office: 440 Turk Street

Meetings: first and third Thursdays each month

Membership: Five members appointed by mayor for four-year terms. They receive no pay. Removable only for cause. Mayor must file written charges with the county clerk and public hearings must be held if requested. Authority appoints a director; he hires other personnel.

What they did:

Operated over 9000 housing units for nearly 32,000 persons

Of these units, 6900 are located in temporary buildings, most of them former war housing

Moved 463 families into new permanent low-rent projects —Ping Yuen and North Beach Place

Completed Hunters Point project—317 apartments—and completed plans for an additional 226-apartment project in Hunter Point area

Completed Bernal Homes project—208 apartments

Continued work on Potrero Annex project—172 apartments

Began work on Alemany project. Located on north side of Alemany Boulevard west of St. Mary's playground, it will provide 164 apartments

Assisted State Highway Department in Bayshore Freeway work by closing down 328 temporary dwellings and relocating families elsewhere

Selected three and a half blocks in Western Addition area for housing project development. Plans call for 608 apartments to be built at an estimated cost of $6,500,000

4. It is said that public housing must be produced, and produced in time to absorb evacuees from slum areas. Why?

5. Is there any cause for alarm among the builders of $15,000 homes over the construction of low-rent public housings? Explain your answer.

6. In any redevelopment program the families of the lowest incomes are the most difficult to re-house. Why?

7. Slum areas are more expensive to a city's government than are other areas. In what ways?

8. Members of the Housing Authority receive no pay of any kind for the time they devote to this work. Why do you suppose they are willing to serve?

9. Certain Housing Authority projects have been restricted to certain racial groups. The Authority has claimed that this "neighborhood pattern" idea is a practical method. Others claim that this segregation is racial discrimination. The courts have recently decided that such restriction to racial groups is illegal and have ordered it stopped. What is your opinion?

10. Veterans are given preference for admission to all public housing. What reasoning is there behind this stipulation in the law?

11. Should there be any difference between a *public* rental project and the rental of *private* property as regards racial groups? Explain your answer.

12. The Housing Act states that members of housing authorities throughout the country must be *local* citizens. Why is this a wise requirement?

13. What dealings might the Housing Authority have with the City Planning Commission?

14. The United States Housing Act passed by Congress declares that "the general welfare and security of the Nation . . . require . . . the realization as soon as feasible of the goal of a decent home . . . for every American family." Low-rent housing, as provided by the Housing Authority, is one example of efforts in this direction. Discuss laws that are aimed at assisting Americans to *own* homes.

15. Analyze this statement: "The U. S. Housing Act is nothing more than a gigantic national charity."

16. Nonveteran families who meet all other Housing Authority requirements are eligible for admission to low-rent housing units only if qualified veteran families on the waiting list have been taken care of. What is your opinion of this rule?

17. What are the differences in the work of the Redevelopment Agency and the work of the Housing Authority? What are the likenesses?

18. The Redevelopment Agency has set aside an area in the Western Addition Redevelopment Project for us by the Housing Authority. The Housing Authority has been buying parcels of land from private owners in order to get space to build some low-rent housing units. They have been able to buy 119 parcels of property without one condemnation procedure. What does this mean?

CHAPTER 5

Assisting Fellow Citizens

Most of you are lucky.

Your parents are financially able to feed you, buy you clothes, and keep a roof over your head.

But in any big city there are thousands of others who are less fortunate. Some are too old to work; some are blind; some are chronically ill. There are children in need. There are people who are "down on their luck" and still others, who, for one reason or another simply can't hold a job.

All of these people are the special concern of an agency of our city government, the Public Welfare Department.

Using tax money paid by San Francisco taxpayers, plus large grants from the State and Federal governments, our Welfare Department provides assistance to over 26,000 citizens each month.

Old Age Assistance

The biggest single group of people receiving financial aid through the Welfare Department are those aged 65 or over. They are paid $80 a month under a plan known as the national Old Age Assistance Program. Three governments have joined together in a kind of partnership to finance the program. For each person receiving $80 per month, the Federal government gives $35; our State government adds $38.57; and San Francisco puts up the difference—$6.43.

The city handles the actual administration of the program, with our city controller making the payments. Can you see the wisdom of having *local* administration? Local people are better acquainted with local conditions, such as living costs and so forth, and are better able to "spot" the very few who will try to "chisel" payments they do not deserve.

Not all people 65 or over receive this old age assistance—only those who are United States citizens *and* those whose personal property is worth less than $1200 and whose real estate, if any, is assessed at less than $3500. Also, in addition to these requirements, there is another important one. That is the

question of *need*. The *need* for old age assistance varies from individual to individual. And this matter of determining the *need* of each individual—of investigating each case—is an important task of your Public Welfare Department.

Are there many people in San Francisco who are receiving old age assistance? Yes. Approximately 20 per cent of all the people in our city who are 65 or over receive monthly old age payments. A total of about a million dollars a month is paid out by the Welfare Department under this program.

Needy Children

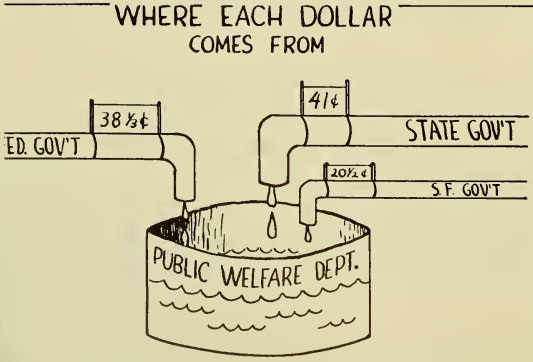
If you happened to look at the budget of the Public Welfare Department you would notice that the second largest expenditure after old age assistance payments is for children. Aid to needy children and foster care of children amounts to nearly four million dollars a year. As is true with old age assistance payments, the city gets large grants of money from its partners, the Federal and State governments, to finance the aid-to-children program. For example, of every dollar spent on aid to needy children the city contributes 18 cents; of every dollar spent on foster care the city's contribution is 43 cents.

Today approximately sixty-five hundred San Francisco boys and girls are receiving some kind of financial help through the Department of Public Welfare every month. Who are they?

They are children living in their own homes whose parents, for one reason or another, are unable to make enough money to provide the necessities of life. Perhaps the family income has suddenly been reduced by serious injury, illness, or death of the father; perhaps the father has deserted his family and left them in need.

Foster Homes

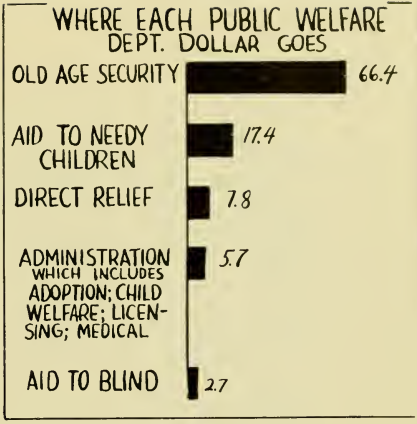
Then there are the neglect-nondelinquent cases. They may or may not be wards of the Juvenile Court. These youngsters are not "bad", just unfortunate. The places where these young San Franciscans live are unfit; are places where serious damage is being done to normal wellbeing, physical and mental; are places that simply don't measure up to the definition of "home." Exposure to alcoholism, immoral conditions, desertion, abuse, or cruelty—these are some of the reasons why your city government steps into the picture through the Public Welfare Department and finds for these young people a better place in which to live.



Placement of non-Catholic and non-Jewish boys and girls in foster homes is done by the Public Welfare Department. Catholic children are referred to the Catholic Social Service for placement, and Jewish children are handled

by the Jewish Family Service Agency, both of which are members of the Community Chest. JACKIE, a committee composed of representatives of private welfare agencies and other citizens, helps the Public Welfare Department in finding foster homes.

All the 550 foster homes in San Francisco are inspected, licensed, and supervised by the Department, and the cost of caring for boys or girls in foster homes, whether operated by private individuals, social service agencies, or institutions, is paid for with public funds. Foster home care ranges in cost from $70 to $72.50 per month.



New Parents

Everybody agrees that a *foster* home is not as desirable as a real home —a home with one's own parents who are able and willing to provide the love, care, and understanding we associate with the word "home."

And the people who work at the Public Welfare Department realize this more strongly than most of us. They work *with* and *for* children. They deal in cases of neglected children, of children from broken homes, of abandonment, poverty, indifference, and downright cruelty. And whenever necessary and legally possible, they find new parents for children, especially little children.

The complicated procedures involving adoption need not detain us here. You can easily imagine the careful investigations that must be made of each couple making an application for adoption. There are many legal safeguards set up in an effort to protect all those involved in adoption proceedings.

Compared to other cities, San Francisco is peculiar in that there is not a deluge of adoption applications from those wishing to adopt a boy or girl. In other words, the demand is not much greater than the supply. The Welfare Department is proud of its record of finding homes for hard-to-place youngsters—youngsters whose placement is made difficult because of age, racial background, and other factors.

Hardship

You've heard the proverb, "The poor are always with us." One might add, "even in America."

Happily, the number of really poor people in our country is declining each year, but, nevertheless, in every city there are a certain number of people who are in dire need, who do not have money for food and shelter. These people are not in need of institutional care, but they are "broke." Such cases are the concern of the Indigent Aid or General Relief Division of the Public Welfare Department.

There are cases of single men. For example: Here's a man who has been in the hospital. He was released yesterday, but his leg is still in a cast. He has no money—nothing with which to buy food or pay for a room. It will

be a month or so before he'll be able to work. The Public Welfare Department comes to his assistance. It gives him money to buy food and shelter until he is able to get employment.

But suppose a single *able-bodied* man is penniless. Does the Welfare Department help him? No. The law does not permit Indigent Aid for him. His only source of help is through one of the agencies of the Community Chest.

Aid to Families

Then there are cases of families who require Indigent Aid. A woman comes into the Welfare Department's headquarters at 585 Bush Street. Her husband has deserted her and the children. The little money she had is all gone. Quickly, but carefully, a social worker of the Department investigates her case, and aid is granted in accordance with the standards established by the Public Welfare Commission. This aid may be in the form of an emergency order to a neighborhood grocery store, the payment of rent to a landlord, a cash sum given to the deperate woman, or a combination of all three.

In any event, public money—taxpayers' money—is used to provide the *basic* financial support for this family.

Where does the Community Chest fit into this picture?

Key to the answer is the word *basic*. The Public Welfare Department provides for the food, shelter, and medical care of this family—the *basic* financial support. Any other help the family may need will come from one or more of the agencies of the Community Chest, from agencies supported by the private contributions of San Francisco citizens.

The Cost

While the number of single men and families receiving Indigent Aid from the Public Welfare Department fluctuates from month to month, the average is about three thousand. The cost? Indigent Aid is the third largest budget expenditude of the Department—well over a million dollars a year—and its all San Francisco taxpayers' money. The Federal and State governments do not give any money for Indigent Aid, as they do for the old age assistance and needy children programs.

In 1953 the Public Welfare Department started a new project—an employment service to try to find jobs for persons receiving Indigent Aid. Working closely with the State Department of Employment and the State Bureau of Vocational Rehabilitation, the local department is making a real effort to find employment for those who are capable of becoming self-supporting. Not enough time has passed, as yet, for us to measure the success of this worth-while effort.

Help for the Blind

Another task for the Welfare Department is the operation of the Aid to the Blind program. It consists of two parts, Aid to Needy Blind and Aid to Partially Self-Supporting Blind. It is another one of those activities in which the Federal, State, and city governments are partners. California furnishes about half the money, the national government 37 per cent, and the city 13 per cent. Payments up to $90 per month are made to each blind person who qualifies for the aid. In 1953 there were 532 San Franciscans receiving Blind Aid.

Many Hands

You've read that the Public Welfare Department has varied dealings with children—adoption cases, foster home cases, needy and neglected children. It does more. It operates a counseling and guidance service for children and parents. And it works closely with the Youth Guidance Center, the Unified School District, the Department of Public Health, and many private welfare agencies, looking always toward one goal—a normal home life for as many San Francisco children as possible.

Organization

In relation to its budget, the Public Welfare Department is a comparatively small department of the city government. Fewer than 300 people are involved in the spending of over 20 million dollars a year. One reason why such a small number of people is able to handle such a big expenditure is that much of the money comes to them "earmarked" by the Federal and State governments, and the city merely acts as the paying agent. In fact, the city's share of the Public Welfare Department's total budget is less than four million dollars.

While there are many laws—Federal, State, and city—which tell the Department what it may do, what it must do, and what it may not do, a certain amount of leeway is permitted in the setting of *policy*. This is the job of the Public Welfare Commission. It is composed of five members appointed by the mayor to serve four-year terms. They render this service to their city for no pay. Actual operation of the Department is in the hands of a director and a secretary appointed by the Commission. The staff of social workers and the clerical personnel are all civil service appointees.

Things to Discuss:

1. Suggest possible events that might suddenly cause a person or family to become needy.

2. What is the difference between a *public* welfare organization and a *private* welfare organization? Are both needed? Why?

3. In early Boston some poor persons received care from families who took turns at boarding the needy for a week or two. Would this practice work today? Why?

4. In what ways do state laws requiring safety inspections of factories and mines help to decrease some of the *causes* for people's becoming needy?

5. How may strict enforcement of child labor laws actually *increase* the number of needy families?

6. Why is security as regards food and shelter more difficult in a big city than on a farm?

7. Name some of the private welfare agencies that are concerned mainly with fighting particular diseases.

8. The director of the Public Welfare Department has assigned you to investigate a couple making application to adopt a child. What are some of the facts you would want to know before making your recommendation?

9. Some people claim that the more the government guarantees assistance to people, the more likely some of them are to become lazy and lose their ambition and willingness to work. Others claim that in today's complicated industrial world, thousands of people become needy through no fault of their own and that government should give them financial assistance. Is it possible that both claims are only partially correct? Why?

10. Do you think that the authorities should attempt to find the father who deserts his family and punish him if he refuses to accept the responsibility for the support of his family? Why?

11. How should the amount of direct relief be determined? If the amount granted is too high, what are the dangers?

12. Analyze this statement: "Is it the obligation of every citizen to strive to support himself and his family."

13. Analyze this statement: "Providing public assistance to the needy *must* include a strong vocational rehabilitation program."

14. "Foster home care is far superior to institutional care for needy children." Why?

15. Recently the head of the Youth Guidance Center reported that at the Center there were 40 neglect-nondelinquent children, some of them infants, who should be in foster homes. Some of these children have been at the Center for months. Why is this a bad situation?

16. The Federal government makes contributions to the Aid to Needy Blind program, but gives no financial assistance to the Aid to Partially Self-Supporting Blind program. Should it? Why?

17. What economic conditions would result in a sudden increase in the number of people applying for Indigent Aid?

18. Should the Public Welfare Department provide foster home placement service if private agencies refuse or are unable to do so? Why?

19. Before 1949 the law defined a needy child as one whose father was absent from home and failed to provide for his family for a period of at least three years. Since 1949 the law says that a child becomes eligible for aid *immediately* if the father deserts and leaves the family in need. Why was this a wise change in the law?

20. "With the Public Welfare Department providing so many services for the needy, why should I contribute to the Community Chest?" Answer that question.

21. A person applying for Indigent Aid must be a citizen. There is a bill before the California legislature that proposes to eliminate the citizenship requirement. What do you think of this proposal?

22. While the licensing of boarding homes for children and the aged is a function of the State Department of Public Welfare, the actual inspection and supervision of such places is delegated to each county. Why is this desirable?

23. A home owner wishes to qualify his place as a foster home. You are an inspector of the Public Welfare Department. What are some of the things you would want to learn before recommending the granting of a license?

24. "Need for old age assistance in California is *legally* defined—a person is either qualified to receive this aid or he is not qualified. It is not a matter of opinion or moral judgment." Is this a sound policy? Why?

FACTS AND FIGURES ON YOUR PUBLIC WELFARE COMMISSION AND DEPARTMENT (1952-1953)

Office: 585 Bush Street

Meetings: 2 p.m. first and third Tuesday of each month

Membership: Commission of five appointed by the Mayor for 4-year terms. Commissioners serve their city without pay. The Commission appoints a Director of Public Welfare at $933 per month and a secretary at $510 per month. All other personnel are under civil service. A Child Welfare Advisory Committee of 14 members meets once a month to study problems of children and to offer advice to the Welfare Commission. This advisory committee also serves without pay.

Number of employees: approximately 300

Annual budget: approximately 20 million dollars, of which 16 million dollars is provided by the Federal and State governments.

How the money is spent:

64 per cent old age security payments
20 per cent aid to children and foster homes
7 per cent Indigent Aid
3 per cent Aid to Blind
6 per cent general administration, supplies, etc.

What the Department did:

Made 15,433 old age assistance payments each month
Provided financial aid to 5,836 needy children
Made Indigent Aid payments, after investigation, to an average of 3000 persons each month
Provided foster care for 651 children each month; inspected and supervised 539 foster homes
Made monthly Aid to Blind payments to 532 persons
Provided counseling and guidance for over 200 children each month
Placed 144 children in adoptive homes

Things to Do:

1. Visit the headquarters of the Community Chest at 2015 Steiner Street. Look at the long list of welfare organizations that are Chest members. Choose one; visit it; report to the class.
2. Visit the local office of the Social Security Administration in the Federal Office Building. Find out how the Federal government's share of the old age assistance program is figured. Find out about the three other programs of the Social Security Administration. Report to the class.
3. Phone the Public Welfare Department, 585 Bush Street, and make an appointment to interview the chief of the Child Welfare Division. Report to the class.
4. Visit the JACKIE headquarters at 2015 Steiner Street. Find out what they are doing and about their problems. Report to the class.

CHAPTER 6

When They Falter

"He's been to Juvenile," said the girl as she pointed out a fellow across the aisle.

She may have known the reason why that particular boy had "been to Juvenile," but chances are she had a very narrow view of the function of the Juvenile Court and the other governmental agencies associated with it.

She was thinking in terms of punishment.

When you think of the Juvenile Court, the Youth Guidance Center, and the Juvenile Probation Department, do you, too, think only in terms of punishment?

If so, you are thinking of only a small part of the day-to-day activities of these organizations.

Double Job

The boy or girl who has "been to Juvenile" may have gone there because of an accident, or because of an adult's failure to protect him, or because he had made a mistake. This is another way of saying that the Juvenile Court has a twofold job—protective and correctional. The correctional cases get the headlines, but the majority of the Juvenile Court cases are those of protection—are those, not concerned with punishment, but with help.

The whole idea behind the juvenile laws of California and of all the other states is to *help* juveniles who are in trouble, oftentimes through no fault of their own, or who are "out of line" and need to be set back on the right track.

California's Juvenile Laws

Who comes under the juvenile laws of our state? Technically, any person under 21, but in actual practice, 18 or under. These laws fill a good-sized book; but if we skip the detailed explanations, we may sum them up into 16 categories.

The laws apply to any juvenile:

1. who is found begging in any street, road, or public place
2. who has no parent or guardian or no parent or guardian willing to exercise or capable of exercising proper parental control

If this boy accepts the advice he receives after he goes through this door he may never have to travel this route again. The choice, the decision is up to him.

3. who is destitute, or who is not provided with the necessities of life by his parents
4. whose home is an unfit place for him, by reason of neglect, cruelty, or depravity of either of his parents or of his guardian
5. who is found wandering and either has no home, no visible means of subsistence, or no proper guardianship
6. who is a vagrant or frequents the company of criminals, vagrants, and other persons of poor repute
7. who habitually visits, without parent or guardian, a place where intoxicating liquor is dispensed
8. who habitually uses intoxicating liquors or narcotics
9. who persistently or habitually refuses to obey the reasonable and proper orders of his parents or guardian and who is beyond the control of such persons
10. who is an habitual truant from school
11. who is leading or is in danger of leading an idle, dissolute, or immoral life
12. who is so far mentally deficient that his parents or guardian are unable to exercise proper parental control over him
13. who violates any law of this State or any ordinance of any town, city, or county, defining crime
14. who is afflicted with a social disease and is in need of medical or custodial care
15. whose parents have been convicted of a felony and sent to prison
16. whose parents have been declared by a court to be feeble-minded or insane and who have been committed to a State hospital.

Quite a list, isn't it? Go back over the list and see if you can find the laws that are mainly protective and the ones that are mainly correctional.

Treat Juveniles As Adults?

Some people are opposed to having a set of special laws for juveniles, just for minors, just for young people under 21. They say that all citizens, young and old, should be treated alike before the law; that a 16-year-old boy should be held responsible for his acts just as adults are; that if he breaks a law the penalty for him should be the same as for an older person. They say that the juvenile laws are too "easy"; that the juvenile laws are a mockery of justice; that if they were "tougher" there would be less juvenile delinquency.

Fortunately for young people, this point of view is not generally held.

Most citizens have reasoned this way: An adult is considered to be responsible for his acts. He has lived long enough to learn what is correct conduct. A minor, on the other hand, because of his youth and inexperience,

may not fully realize the consequences of an unlawful act. They say that the reason a minor gets into trouble can often be traced to parents who have failed in their duty as parents; that when these parents fail, it is the duty of the State to step into the picture and help the juvenile over the rough spots along the road of life.

For Him, Not Against Him

In what way do the juvenile laws of California give a minor a "break"?

The State Supreme Court has said that "a minor dealt with under the juvenile laws is not charged with, or tried for, or convicted of, or punished for a *crime* he is alleged to have committed. Rather, he is charged with and tried for a specific kind of *delinquency*. Wardship is not imposed as punishment for a crime, but to place him under suitable guardianship for proper care and discipline, until he is reformed . . ."

Can you see the goal of the juvenile laws, their aim, purpose, hope? It is simply good citizenship. It is to *help* a minor stay out of trouble. It is to *help* him to so conduct himself that he may become a useful citizen of the community in which he lives.

Notice the quotation, "suitable guardianship." This is the biggest part of the job of those people who are concerned with the administering of the juvenile laws. This part takes the most time, involves the largest number of minors, and costs the most money.

And in many, many instances in which the juvenile does not receive this "suitable guardianship" at home, it is not his fault. It is the failure of adults, of his parents.

Get the Picture

Let us take a look at a booklet entitled, *Annual Report—San Francisco Youth Guidance Center.*

We read that in 1952 there were 8122 "referrals," that is, 8122 boys and girls of San Francisco, dealt with by the staff at the Center.

Why were these boys and girls up there? To the girl who said "he's been to Juvenile," it would probably mean that over 8000 boys and girls received some kind of punishment as juvenile delinquents. But she would be wrong.

Over one fourth of the total Youth Guidance Center cases were for traffic violations, nothing else. Says the Chief Probation Officer, "Excessive speed continues to be the major cause of a citation, but there is an increasing number involving careless driving. In 1952 one youth in every ten was involved in property damage." He also noted that, while the *number* of juvenile traffic violations increased over the year before, the *percentage* of increase dropped. The percentage of increase from 1951 to 1952 was only 10 per cent compared to a 45 per cent increase from 1950 to 1951.

Perhaps Driver Education is beginning to pay off.

Hard Luck Cases

Another quarter of the Center's "referrals" were cases of neglected children, children who either had no homes or who came from homes that were unfit places. These boys and girls were not "bad"; they were just unfortunate. Broken homes accounted for the majority of these cases, with alcoholism a frequent factor in neglect. Happily, 42 per cent of the neglected children were returned to their own homes or to the homes of relatives.

Next, we come to the group known as "problem cases." In 1952 there were 1101 new "problem" juveniles—852 boys and 249 girls—brought officially before the Judge of the Juvenile Court. These problem cases comprise about 11 per cent of the total number of Youth Guidance Center "referrals."

Why?

What makes a "problem" boy or girl?

Those who work with these juveniles—probation officers, counselors, supervisors, teachers, and others—are nearly unanimous in agreeing that the finger of blame should be pointed more often at the parents than at the boys and girls. Unfavorable conditions in the home serve to drive these minors away from home and into trouble. "Mother being employed outside the home" was listed in the Youth Guidance Center's annual report as being the main unfavorable characteristic, followed by alcoholism, mental and physical illness, immorality of parents, desertion, and abuse or cruelty.

And with home not the kind of home we like to think of, these unfortunate, unhappy young San Franciscans got into trouble. They were involved in 217 auto thefts, became in 200 instances what the Youth Guidance Center terms "wayward," committed 188 burglaries, 80 thefts other than auto, 46 robberies, and other criminal acts for which they were made wards of the Juvenile Court.

These little children are at the Youth Guidance Center because their parents failed in their responsibilities as parents.

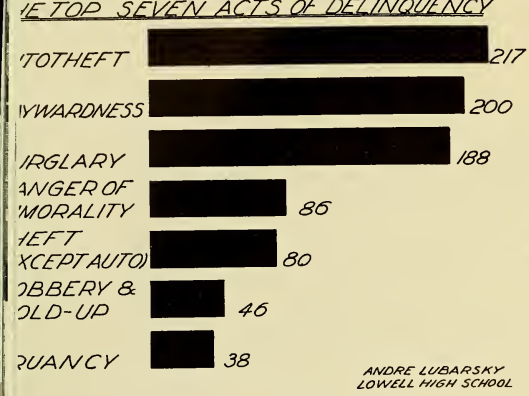


Chart at the left shows the seven most frequent causes of juvenile delinquency in 1952. There were fewer cases of problem boys and girls, but an increase in the number of serious *cases.*

Did they *think* before they committed these criminal acts? Did they *think* of the effect this wardship would have on their futures, on them after they became of age? They should have.

The fact that they were once wards of the Juvenile Court because of a criminal act reduces, and in some instances eliminates entirely, certain job opportunities. They are denied the chance of holding many civil service jobs —city, State, and Federal. Because they were once wards of the Juvenile Court for a criminal act, insurance companies will rarely "go bond" for them. This means that they are shut out of many possible jobs with banks, and other jobs involving the handling of money.

Silver Lining

What happened to these 1101 "problem" boys and girls?

Had they been of age, nearly every one of them would have had a criminal conviction to live down. The evidence was all against them.

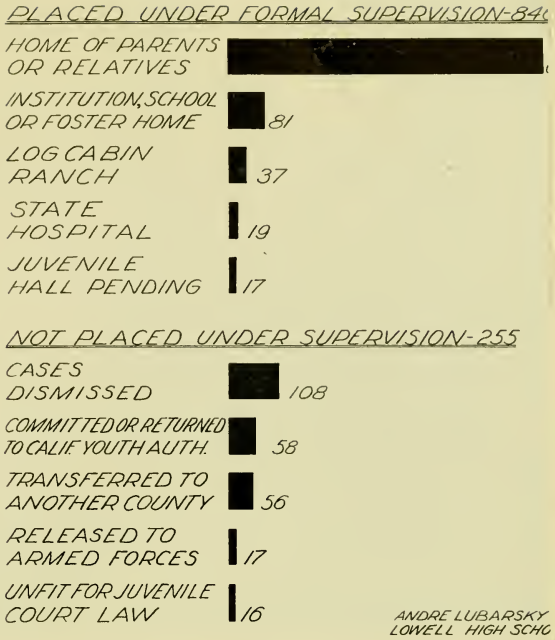
But they were minors, and because of that they came under the *juvenile* laws of California. They were not treated as criminals, but as youngsters with problems, as young people who had strayed from the right path. A real effort was made to get them back on the right road.

Was—is—the effort worth while? Should we continue this special treatment for juveniles?

The people who administer the juvenile laws—the Juvenile Court judge, the referees, probation officers and others directly concerned with these young people in trouble—think so.

"Look at the figures," they say. "Well over half the newly-made Court wards, 692, were returned to their own homes or the homes of relatives under the supervision of probation officers. One hundreds and eight cases were dismissed. Homes—foster, work, school, or private institution—were found for 81 of them. There were 102 San Francisco boys sent to Log Cabin Ranch for an average stay of six months each."

Chart on the right is a record on what happened to the 1101 problem boy and girl cases handled by the Youth Guidance Center in 1952. Notice that 692 were returned to their own homes or the homes of relatives under the supervision of a probation officer. This is 62 per cent of the total cases. The Chief Probation Officer says that the number of problem boys is decreasing, but the number of problem girls is on the increase.



Sad, Small Group

But there is a sad part to this picture, the commitments to the California Youth Authority of those who have been given a chance and who have failed. This number reached an all-time high of 142. There were 112 boys and 30 girls.

Yet, that figure of 142 is only about 13 per cent of the total "problem boys and girls" handled by the Youth Guidance Center.

Citizens Carry Burden

The citizens of San Francisco have gone all-out in an effort to help their young people who, for one reason or another, find themselves in trouble.

To operate the Juvenile Court, the Youth Guidance Center, the Log Cabin Ranch, and the Probation Office costs money—big money—nearly two million dollars a year. The taxpayers put up this money each year, not willingly perhaps, but they *do* it. Why? Because it is an investment, an investment in youth.

And, as with any investment, a return is expected. The return the taxpayers expect is to get boys and girls who are in trouble back on the right track; to help juveniles who are out of line to become useful citizens again; and to prevent, if humanly possible, unfortunate young San Franciscans from winding up in prison.

Sometimes the investment is a failure; sometimes there is no return, but nevertheless the taxpayers go on spending their money year after year because in the majority of the cases the investment is a success; in most cases the boy or girl who "goes to Juvenile" once does not have to go again.

Why are these parents entering the Youth Guidance Center? Whose "fault" is it? Theirs? Their child's? Or both?

Your Parents' Position

Your parents have certain legal duties toward you as a minor. The law makes them responsible for your support, care, protection, and education. The law gives them the right to your custody and control, and to your services and earnings as long as you are a minor, as long as you are under 21.

But there is an exception. Marriage.

Suppose a girl gets married at the age of 18? She then becomes a legal adult, partially, that is. She is no longer subject to the authority of her parents. She is considered an adult in handling property and in entering into any contract. In all other matters she is a minor until she reaches 21. Marriage of a boy under 21 removes him, too, from the authority of his parents, but in all other matters he is still a minor. Unlike the married girl, he is still considered a minor in the handling of property and entering into contracts.

State's Interest in You

When parents fail in their duties toward their children, the State has the right to step in "to establish custody and restraint of minors unprovided for by natural guardians, for the purpose of their education, reformation, and maintenance."

You will find the laws concerning minors in the State Welfare and Institutions Code. Over 200 sections in the Code apply to young people under 21. They deal with such topics as parents' rights and duties, adoption, marriage of minors, job regulations for minors, education, guardianship, orphans and other needy children, offenses against minors, delinquency, and correction. The Code also sets forth the rules and regulations for the operation of the Juvenile Court system. It tells the Court what it may do, what is may not do, and what it must do.

Juvenile Court System

Every county in California is required to assign one Superior Court judge as judge of the Juvenile Court. The Court has its own powers, rules, and methods of procedure. For example, no persons other than witnesses may be present at a Juvenile Court hearing. All hearings are held in a more or less private and informal manner, without a jury or a prosecutor.

The Juvenile Court judge has the power to render decisions concerning both delinquency and neglect of juveniles. If a minor is charged with a felony, the judge may turn him over to the regular court for trial by a jury, or he may hear the case in his own Juvenile Court. He can make a juvenile a ward of the Court. This does not mean that the juvenile has been convicted of a crime. It simply puts him under the supervision of the Court.

The Juvenile Court judge may appoint one or more referees to help him do his work. They hear cases and make recommendations to the judge, but th judge is the one who makes the final decision.

The Probation Officer

Who sees that the orders of the Juvenile Court judge are obeyed? That is the duty of the chief probation officer and his assistants. The chief probation officer is the Court's executive officer, and in San Francisco he has the additional duty of managing the Youth Guidance Center and the Log Cabin Ranch. He is appointed to his job by the judge of the Juvenile Court and his assistants are appointed under civil service.

How the Code Works

You'll recall that at the beginning of the chapter there was a list of 16 possible types of cases that might come before the Juvenile Court. Some involved the *protection* of minors; others were concerned with their *correction.*

Let us examine the mechanics of bringing a person before the Court.

A minor may be brought before the Juvenile Court by a *petition* requesting that he be made a ward of the Court; by a *petition* that he be freed from the custody and control of his parents; or by *certification* from another court before which he has been charged with a crime.

When a petition is filed, and it cannot be filed until a probation officer has made an investigation, a *citation* is issued. This orders the parent or guardian to appear at a *hearing* and present reasons why a *complaint* should

This pleasant setting is the living room in one of the "neglect-nondelinquent" cottages at the Youth Guidance Center.

not be filed against him. Sometimes the citation also orders the parent or guardian to bring the minor involved to the hearing.

If the person receiving the citation does not appear, a warrant for arrest may be issued by the Court. Before the hearing is held the Court may order the minor's detention in the Youth Guidance Center or some other suitable place.

Authority of Judge

The hearing is important to all concerned. This is where the judge gets the information he needs before making a decision. And he has a choice of several decisions. He may

1. admonish the minor and dismiss the petition
2. dismiss the petition and order the minor to stand trial in a regular court. This is serious. It means that the minor has lost all the protections provided by the Juvenile laws and will be tried as an adult
3. make the minor a ward of the Court. The law definitely states that being made a ward of the Court is not to be considered a conviction of a crime; it is done for the protection and correction of the minor. Being made a ward results in a *commitment.*

Let us assume that a juvenile has been made a ward of the Juvenile Court. What must the judge do next? He must issue an order of commitment. This order may commit the minor

1. to the home and care of some reputable person of good moral character
2. to the care of some association or society whose purpose is obtaining good homes for children
3. to the care of the probation officer to be boarded out or placed in some suitable family home
4. to the care of the probation officer, on probation, to remain in his own home or the home of relatives
5. to a county institution—like our Log Cabin Ranch—for care and training
6. to the California Youth Authority
7. "to the detention home or, if the ward is of the age of 18 years or over and the court finds it necessary or advisable, to the county jail"
8. for observation. This is for cases of young people who may be mentally ill. They are sent temporarily to a psychopathic ward for observation and recommendation as to future care and treatment.

What Is Best?

Can you visualize the situation of the judge of the Juvenile Court in reaching each decision? He must ask himself, "What is best for this particular boy or girl? Which commitment will do him the most good?"

In neglect-nondelinquent cases the judge must strive to place the minor in a foster home best suited to his age, religion, race, and so on.

In placing a delinquent minor on probation, the judge must try to select the *kind* of probation that he hopes will be of greatest help to the probationer. Should he be committed to the Youth Guidance Center, to his own home under the supervision of a probation officer, to a foster home? Might he be improved by being sent down to the minimum security training of Log Cabin Ranch?

Most of the San Francisco boys who go up this road come down it better citizens.

The judge has help in reaching each decision. There are reports from the probation officer, referee recommendations, suggestions from counselors, supervisors, and teachers. He has a Juvenile Probation Committee of seven public-spirited citizens, appointed by three judges of the Superior Court, and who act in an advisory capacity without pay.

But when it comes to making a decision, to making a commitment, that is the sole responsibility of the judge.

375 Woodside Drive

Located on the western slope of Twin Peaks along Woodside Drive is the new San Francisco Youth Guidance Center. It was completed in 1950 to replace the old Juvenile Hall at 150 Otis Street.

The Center is several things. It is the headquarters of the Juvenile Court and of the chief probation officer. It is a public school where teachers conduct classes for all those of school age. It is a branch office of the district attorney. It is a clinic—medical, dental, and psychiatric. And it is a temporary home for about two hundred San Francisco juveniles.

Population of the Center is about evenly divided between those minors whose parents or guardian have failed to care for them properly—neglected and dependent children—and those who are classified as delinquents.

Minors who are neglect-nondelinquent cases have no contact with the delinquent boys and girls. They are housed in separate cottages apart from the other buildings; they eat in their own dining rooms; and they have their own separate school and recreational facilities. They are waiting there at the Center until the Juvenile Court can make arrangements for them. They may be returned to their own homes, or sent to foster homes, or to some other place that will be beneficial to them.

The delinquents? Why are they at the Center?

If you looked at the annual report of the Youth Guidance Center you'd see a list of 40 different "reasons for filing a petition." It is a list of the particular acts that resulted in these "problem" boys and girls winding up at the Center. As you read a few pages back, auto theft is the most common form of juvenile delinquency. Waywardness is next, followed by burglary, danger to immorality, thefts other than auto, and robbery.

The delinquents live in what are called "cottages." Actually these are large walled areas consisting of a dining room, living room, small sleeping rooms, a school room and a bathroom. Two cottages are for girls—one for junior high ages, the other for senior high ages. Three cottages are for boys—elementary school ages in one, junior high boys in another, and those of senior high age in the third. A fourth cottage is planned to house very seriously delinquent boys who are awaiting transfer to a maximum security state institution or are awaiting trial in an adult court.

One of the big problems of the Center is the mixing of those who have become involved in serious offenses with those whose offenses are comparatively minor ones, but the officials point out that these two groups aren't together long. The usual stay for all offenders averages 11 days for boys and 17 days for girls. By the end of those relatively short periods of time, the boy or girl has been committed elsewhere by the Juvenile Court.

Partial view of Log Cabin Ranch School. Left, a staff house; center, kitchen and dining hall; right, Ranch headquarters. Not shown are the barracks and recreation hall, shop building, and two Quonset school buildings that were assembled by the boys.

Log Cabin Ranch School

"Effective this date, you are committed for a minimum of six months to the Log Cabin Ranch School."

What does that mean? Is it a "sentence"? Is it like being sent to jail?

No.

When the judge of the Juvenile Court sends a delinquent boy to Log Cabin Ranch, he is offering that boy another chance, an opportunity to straighten out. He is "betting" on him.

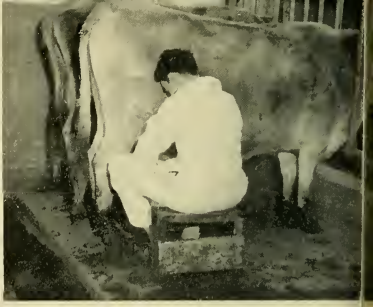
The offense that originally brought the boy before the Court may have been a serious one. Investigation by the probation officer and other convinced them that a couple of weeks at Youth Guidance Center wouldn't do much good; that certifying him to the California Youth Authority would be *too* severe; and so the recommendation—Log Cabin Ranch School.

If the judge agrees with the recommendation, then the commitment follows.

Log Cabin Ranch is located 48 miles south of San Francisco on the edge of a Redwood forest near La Honda. Here 60 boys, the capacity of the ranch, live in country style, attending their own public school classes and receiving regular school credits.

School attendance takes up half the day, and the rest of the time is used for chores around the ranch — milking cows, tending chickens and pigs, working on maintenance jobs and in the ranch kitchen. They live in barracks, have a movie twice a month, see a few television programs in their mess hall. Shop training is realistic. The boys do electrical, cement, metal, and plumbing work. They paint the buildings; perform some carpentry. One big project for them has been the assembling of two old Quonset huts to be used for classrooms.

Early morning flag-raising and the Pledge of Allegiance is a daily occurrence at Log Cabin Ranch School.



Left, Holsteins and Jerseys make up the Ranch herd of cows. Right, though the Ranch has a milking machine, the last part of the daily milking chore must be done by hand.

Up the Ladder

Suppose you stepped into the small headquarters building at the ranch. This is the office of the director. The first thing you would see would be a large blackboard on a wall. Every one of the 60 boys at the ranch is represented on that board.

On this particular day the board shows 8 "basics." These are boys who have been at the ranch a month or less. Seventeen are shown as being in "B Form"—boys who've been there a month or more and who have been rated as improved by the director, the probation officer, the supervisors, and the teachers.

Under the heading "C Form" is the figure 6. These are sad cases. These boys have not improved since they arrived at the ranch. They are going down hill. They are not making use of the chance that was given them to get back on the right track. Time spent in "C Form" is called "dead time" because it is not counted as part of the six-month commitment. Boys who stay in this Form very long may eventually be committed to the California Youth Authority.

Biggest Number—Best Group

Brightest figure on the big board is 19. This is the number of boys in "A Form." This is tops. These are the "honor boys" who have moved up from "B form." They have only a few months left to do. Happily, this is the largest single group at the ranch.

A boy's position, his Form, is subject to change every two weeks when the staff meets to rate all of them. A "C" may move up to become a "B"; perhaps a "B" drops back to "C"; however, the majority of the boys eventually earn an "A Form" rating.

Real Goals

The director, the probation officer, the supervisors, and the teachers at the ranch are all interested in one thing—rehabilitation. Most of the ranch boys seem to sense this interest. They *want* to straighten out; they *want* to develop attitudes that will give them strength to stand up against the temptations they'll face when they come back to the city.

They know it will not be easy.

They worry about it.

They know they will come back to pretty much the same environment, the same neighborhood that got them into trouble. Their old gang may still be around. Should they rejoin it? And, if they don't will they then become targets for the gang's scorn?

One 17-year-old boy, a former high school football player who is an "A Form" boy at the ranch and who has less than a month to do on his commitment, put it this way: "The ranch did me a lot of good—regular hours for food and sleep; everybody out here is on my side. I want to go straight. But the toughest part is ahead of me—going back to that same old neighborhood! I hope I can take it. One thing's for sure—I'll try."

Friendly Assistance

That boy and all the other boys who return to the city from Log Cabin Ranch School won't have to "go it alone."

Several days before a boy is scheduled to graduate from the ranch he has a visitor. He is man from the San Francisco Unified School District who holds the title of special counselor of the Department of Child Welfare. This man meets with the boy and the ranch director to map out a program to be followed when the boy comes back to the city.

Upon graduation from the ranch, the boy, his probation officer, and the special counselor meet together again. The counselor has found out about the boy's return to school—preferably his former one. He goes to school with his counselor, and they work out his school program with the assistant principal. During this readjustment period the boy has his counselor to help him and also the advice and guidance of his probation officer.

But, in the final analysis, the question as to whether or not the six months spent at Log Cabin was time *well* spent will be determined by the boy's conduct; by his attitudes; by his will power.

Success or failure is up to him.

And this success or failure business doesn't apply only to Log Cabin Ranch School graduates.

It applies to every teenage boy and girl.

You have an *obligation* to be a good citizen. You have the individual, personal responsibility to obey the laws, to stay out of trouble.

Shop building at the Ranch. Most of the construction work was performed by the boys.

Oftentimes this being a good citizen is difficult, but the reward is well worth the effort. Nothing, absolutely nothing, can take the place of the feeling of pride that is known to millions of people, young and old, each of whom can say to himself, "I have never stolen. I have never robbed. I have never assaulted another person."

Since time began, it has been wrong to steal, to rob, to assault others. And the fact that a person who commits such acts is 16 or 17 years old does not make such acts any less unlawful.

Many people and many agencies of the government are devoting time, effort, and the expenditure of large sums of tax money, obtained from your parents and other citizens, to help you remain a good citizen. But such expenditures are wasted unless you yourself have that feeling of *personal* responsibility to be a good citizen.

As in the case of the Log Cabin Ranch School graduate, success or failure, in the final analysis, is up to you.

Interested Citizens

This chapter would not be complete without mention of two organizations of public-spirited citizens who are working to help San Francisco young people.

One is the San Francisco Youth Council which not only strives to eliminate juvenile delinquency but also studies youth problems in general and seeks to increase the number of recreational and social facilities for young people throughout the city.

The other organization is the Volunteer Auxiliary of over 300 workers who give time and money to the Youth Guidance Center. They operate an arts and crafts shop, a library, and a weekly movie program at the Center. They work closely with the Juvenile Court judge and the chief probation officer in assisting needy children with the clothing, toys, and necessities for which no public money is available.

FACTS AND FIGURES ON THE JUVENILE COURT AND YOUTH GUIDANCE CENTER
(1952-1953)

Office: 375 Woodside Drive

Organization: Juvenile Court is part of the Superior Court. Presiding judge of Superior Court appoints Juvenile Court judge. He appoints a Chief Probation Officer (Salary, $933 per month), referees, and the nine members of the Juvenile Probation Committee. Chief Probation Officer is executive manager of Youth Guidance Center. The Juvenile Probation Committee, serving without pay, acts as advisors to the Juvenile Court judge. All other employees are under civil service or the S. F. Unified School District.

Number of employees: 217, plus 14 teachers of the School District.

Annual budget: $1,978,804, mainly for salaries, maintenance of minors, and foodstuffs

What they did:

Handled 2119 cases of neglected nondelinquent children
Handled cases of 1884 problem boys and 753 problem girls
Disposed of 2442 moving traffic violations by boys and girls
Handled 188 truancy cases—a decrease over previous year
Handled 67 abandonment proceedings—an increase of 20
Graduated 70 boys from Log Cabin Ranch School
Filed 187 complaints with District Attorney charging adults with contributing to the delinquency of minors
Made 142 commitments to the California Youth Authority—an all-time high
Gave dental service in 3497 cases, mainly emergency treatments and fillings
Gave psychiatric Clinic service in 1528 sessions
Served 205,014 meals at Youth Guidance Center and 64,369 at Log Cabin Ranch
Made 5648 Medical examinations at Center and 605 at Ranch

Few Who Help Many

How's your math?

You are going to read a few pages about the San Francisco *Adult* Probation Department and you'll need some figures to understand the importance of this department's work.

Of the 2800 probationers assigned to the Adult Probation Department by the courts each year, 77 per cent succeed—"go straight"—and 22 per cent fail—are sent to jail. How many succeed? How many fail?

These figures have a particular meaning for our Chief Adult probation officer and his 11 assistants. The figures represent his "batting average."

Little Recognition

San Francisco's Adult Probation Department is one of those small divisions of the city government that, like the Sealer's office, the Department of Electricity, the Agriculture Department, and others, goes quietly about its work, efficiently performing its assigned duties.

It seldom receives a public "well done." It is rarely mentioned in the newspapers.

Yet, the people who work in this and in other unsung little departments go about their jobs with a feeling of pride, knowing that they are giving their city a service that is worth while.

If you were a probation officer in the Adult Probation Department, chances are you would be overworked. You would have a heavy "case load." You would have to administer 200 cases of individuals who are on probation from either the Municipal or Superior Courts. And if you were a woman probation officer, you and another woman officer would have over 500 "family division" cases to take care of between you.

As a San Francisco probation officer you might get a little discouraged sometimes.

You'd remember that 200 cases per officer is the highest case load to be found in any California county. You might wonder if it wouldn't be a good idea to quit your job and go to work across the Bay in Alameda County where they have enough probation officers so that the "case load" per officer is just about half what it is here.

Or you might dream about that 1950 survey of the Adult Probation Department which recommended the addition of 11 more officers to reduce the case load—then awaken to the fact that only three were added.

What They Do

How does the Adult Probation Department get its cases? They are assigned by the courts.

Here's a man who's been convicted of a crime. Before passing sentence, the judge wonders if in the interests of justice it wouldn't be better to place the offender on probation, rather than send him to jail. The judge requests the Probation Department to investigate and to recommend whether or not probation be granted.

Let us assume that the Probation Department recommends probation. The judge, who usually follows the Department's recommendation, then turns the man over to their supervision and he is assigned to a probation officer. The man must report periodically to the probation officer; he must provide support for his family; and, in the cases of theft, he must make restitution to the person or company from whom he stole.

In many of the cases, the offender's family is receiving public financial assistance from the Public Welfare Department, and the Probation Depratment works with the Welfare Department and the offender in an effort to get him to support his family and thus save the city the expense of providing direct relief.

This is no small amount of money. In 1952 the Probation Department collected $193,000 from probationers for the care of their minor children and for other family support—money that in most cases the city would have had to pay if the man had been sent to jail and thus been unable to work.

Other Gains

But these individuals were *not* sent to jail, they were placed on probation. The city, in addition to saving money in Welfare Department payments, gained financially in another way. To keep a person in jail for a year costs the taxpayers of San Francisco approximately $1200; to handle him as a probationer it costs only $16 a year.

A man or woman on probation can work. In 1952 probationers earned two and a half million dollars in wages and salaries, and from their earnings paid off $77,000 in fines and made restitution to merchants and others to the extent of $336,000.

Impossible Goal?

Our Adult Probation Department is proud of the record of its probationers. It is proud of their earning capacity, of their financial contributions to their families, of their restitution to merchants, hotels, and other commercial firms. The Department is proud of its saving to the city in jail and welfare costs.

But it is not completely satisfied with the job it is doing. The Chief Adult probation officer and his staff want that figure of 77 per cent—the percentage of probationers who "go straight"—someday to reach 100 per cent.

Is that an impossible goal? No, not according to the Chief Adult probationer officer. As he sees it, the answer is in more probation officers and fewer cases per officer so that each officer can give "better supervision and closer contact with each probationer. Rehabilitation," says he, "depends largely on supervision. All people are inherently good and with proper guidance will become assets rather than liabilities to San Francisco."

Agreed?

Things to Discuss:

1. A superior court judge has stated that "juvenile delinquency stems from parents' neglect." Do you think this is always true?

2. "The Juvenile Court is the big reason why juvenile delinquency has increased steadily. All they do is slap them on the wrist and let them go. They should lock these kids up and throw the key away!" What do you think?

3. Recently one of the supervisors of delinquent boys at the Youth Guidance Center said, "You must be firm with these boys and yet you must give them chance after chance to go straight." Is he right? Why?

4. Father Flanagan, founder of the famous Boys' Town, Nebraska, used to say, "There is no such thing as a bad boy." Do you think this is entirely true? Give reasons for your answer.

5. In a few cases a delinquent boy has had his case dismissed by the Juvenile Court on the condition that he enlist in the Armed Forces. What do you think of this procedure?

6. The Juvenile Court has placed continued emphasis on returning children to their homes under the supervision of a probation officer. Is this wise? Why?

7. "A kid's first contact with law enforcement is his most impressionable one," says the director of the California Youth Authority. "If the person the child comes in contact with at the time of his first offense is (.....), it is possible that the child will never need to go as far as state custody." Try to fill in the words that were left out of this statement.

8. Twenty-six per cent of the truancy cases in San Francisco in 1952 were related to domestic problems. How might domestic problems cause truancy?

9. Enforcing school attendance is considered to be one delinquency *preventive* measure. Why?

10. Why is it desirable to keep the neglect-nondelinquent boys and girls at the Youth Guidance Center in a section separate from the delinquents?

11. The judge of the Juvenile Court appoints you to the Juvenile Probation Committee. You will inspect institutions receiving wards of the court. What might you look for in your inspection of a foster home? Of the Youth Guidance Center? Of the Log Cabin Ranch?

12. About half the "problem" cases are placed in the care of a probation officer, on probation, but are returned to their own homes. As a probation officer you would have to visit these homes from time to time. What things might you look for?

13. You've read that the average stay of a boy at Log Cabin Ranch is six months and that every two weeks his actions are reviewed to see if he has improved. If he fails to "make the grade" at the Ranch he is usually committed to the State Youth Authority. Is there a better solution? Explain.

14. The law says that each county must provide "a suitable place for the detention of wards of the Juvenile Court" and that "it must not be in or connected with any jail or prison." What reasoning do you suppose is behind this provision?

15. Most of the boys who have escaped from the Youth Guidance Center are California Youth Authority parole violators or boys awaiting commitment to a maximum security institution like Preston. Some of the Youth Center supervisors feel that these boys should not be held at the Youth Center—a *minimum* security institution—but should be held in jail until committed. Discuss.

16. What personality characteristics are desirable in a juvenile court judge? In a juvenile probation officer? In a supervisor at the Youth Guidance Center? In a teacher there?

17. If a minor is over 12 years of age and he is up for adoption, *his* consent is required. Is this wise? Why?

18. Parents are entitled by law to the earnings of their minor children except in two cases. One is the case in which the minor gets married. The other is in the case of a minor employed under contract as a professional actor. Then the superior court is required to approve the contract and require that up to one half of the earnings of the minor be set aside in a trust fund or other savings plan for his use when he becomes of age. Why are these sound provisions of the law?

19. Juvenile court procedures are different from those of the regular courts. Suggest some of the procedures that are calculated to protect the minor.

20. In a small community the youngsters and their parents are known by name to most of the people. How does this act as a "brake" on the activities of the young people?

21. What are some of the changes in family life over the last 100 years that have produced problems of juvenile delinquency?

22. "A boy or girl with a regular, though perhaps modest, income of his own is less likely to get into trouble than one without such spending money." Analyze.

23. "Boyish escapades that might 'get by' in a rural area result in penalties in a crowded city." Explain. Illustrate.

24. A man has been convicted of assault and battery and has asked to be placed on probation. The judge requests you, the adult probation officer, to investigate and make a recommendation. What are some of the things you would try to find out about the man?

24. A man has been convicted of nonsupport of his wife and family. He asks for probation. What are some of the factors that must be taken into account by the adult probation officer in making his recommendations?

26. Why is probation a good idea for most first offenders? What exceptions would you make?

27. The Adult Probation Department is strict regarding the people with whom probationers associate. Why?

28. Suppose a person "fails" while on probation. What does the court do then?

29. What is the difference between *probation, parole,* and *pardon?*

30. You are a judge. A man on probation is arrested and convicted of another criminal offense. He requests probation on this second conviction. What factors would you consider in making your decision as to whether his request is approved or rejected?

31. As a judge what would be your attitude in the case of a man on parole who is arrested and convicted of another criminal offense? Why?

32. The pay of probation officers is not high, yet most of them enjoy their work. Why?

33. Aside from the financial saving to the city in the case of a man being placed on probation, there are other gains if he serves out his probationary period in good order. Name some.

34. Why do you suppose the school district provides a special counselor for boys who have graduated from Log Cabin Ranch School?

35. What thinking is behind the policy of San Francisco newspaper editors in *not* printing the names of most juvenile delinquents? Should that policy apply to *all* juvenile cases, regardless of their seriousness? Why?

36. On certain occasions a boy will be termed "chicken" if he refuses to participate with other juveniles in a robbery or theft. Is there any sound reasoning, any logic for such a taunt? How can it be answered?

Acknowledgments

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J. W. P.

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The City

BOOKLET V. Educational Services

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

You are about to read another booklet concerning your city's government.

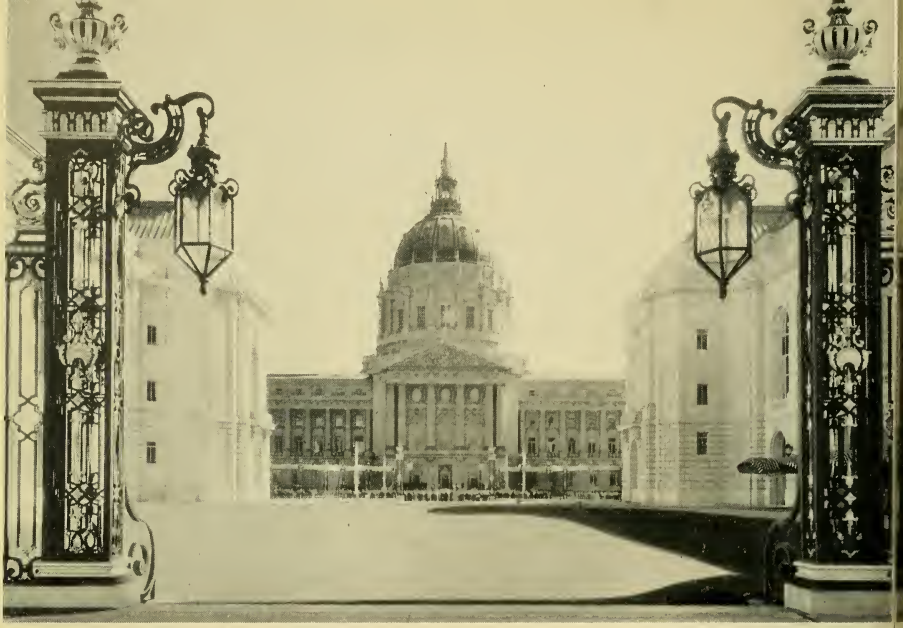
It is the fifth in a series of six prepared for use in senior civics with the aim of presenting to young San Franciscans an understanding of their local government and of their important place in that government.

Your city's public schools, which are described in this particular volume, are a part of government, for they are financed by taxes, controlled by the people through elected representatives, and operated in the public interest — just as are the recreational, protective, or judicial services described in other booklets of the series. That a volume of *The City* should be devoted to schools is especially appropriate since in San Francisco the city charter provides for an integration of educational and other governmental services which is unique.

Volume V of *The City* is particularly important to you, for it explains the manner in which San Francisco's public schools operate. From these schools you are receiving the most important gift which your country can bestow — an education for citizenship in the United States of America. In these schools, you are gaining the background to take your place as a contributing member of your community and as a participant in the American Way of Life.

EDWARD H. REDFORD
Assistant Superintendent

MORRIS WILLIAMS
Coordinator of Secondary Education



The City

A series of six booklets describing the government of the City and County of San Francisco

BOOKLET V. EDUCATIONAL SERVICES

By J. W. Patterson

San Francisco Unified School District
San Francisco, California

1955

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

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I. Protective Services

II. Services of Convenience

III. Recreational and Cultural Services

IV. Planning for Better Living

V. Educational Services

VI. People, Government, and Money

(Includes material originally intended for a seventh booklet.)

CHAPTER ONE

A Great Idea

How far back can you remember?

Can you recall when you learned to walk, to dress, to tie shoe laces, to tell time, to read and to write?

Your education begins when you are born and ends when you die. Your first education was received from your parents, and then, as you grew older, you went to school. During your entire lifetime you have experiences from which you learn.

Schooling for the young developed among the earliest civilized people. As civilization became more complex early men realized that the parent-to-child instruction was not enough by itself. They realized the value of setting aside a time and a place where youth might be taught regularly under the supervision of a teacher. They realized that young people would learn faster that way; that they would learn more; that they would progress with greater efficiency in a place known as a "school."

Vital in a Democracy

The Puritan settlers in Massachusetts came up with an important idea about schools and education. It was this: provide free public schools and make attendance compulsory. The reasoning behind this idea was that every man should be able to read his Bible in order to live a good life, and that meant he would have to know how to read. Also, the government of the Puritans was based upon the idea that all male citizens would have to be trained to take part in their government. The result was that Massachusetts passed a law which required each town having a hundred homes or more to build and support a school.

Can you see how absolutely essential it is for the people, *all* of them, to be educated in a democracy?

Imagine how short-lived "government by the people" would be if most of those people were illiterate!

Unscrupulous men would get control of the government, and the illiterate people would be driven like sheep to do as the leaders ordered. It has happened elsewhere. It could happen here.

Thomas Jefferson, author of the Declaration of Independence, realized this danger; realized that the education of the people would be necessary if a government "by the people" was to succeed.

He reasoned that if all men were "created equal," and that if all men have certain "rights," then it was only natural to provide for all men an equal opportunity to learn.

What would be the best way to provide this equal opportunity to learn? Why, by a system of public schools, of course.

One Among Many

So here you are, sitting in a classroom of one of your own city's public schools.

You are just one of the over 32 million boys and girls attending the public schools of the United States.

But you are important.

One thing that the believers in democracy stress is the importance and worth of the individual. To a very large extent our democracy is built on respect for the worth and dignity of the individual.

Where were you born? Where do you live? How well off are your parents? What is your racial background, your sex, height, weight, I.Q.? Unimportant! You are an individual young American, and as such you are entitled to a free public education. *Entitled* to it? More than that. Since the welfare of our democracy depends on the education of all, our country *requires* you to go to school.

What is involved?

Let us reflect a moment. Let us imagine that we are in a balloon high above the United States and, equipped with unusual vision, we look down upon this broad land of ours. See the youngsters streaming up the steps of the thousands of city and town school buildings. Look at the yellow school buses bouncing along the roads of Wyoming, Montana, Texas, Maine and all the other states. There, in Yosemite Park, are boys and girls waiting along the road for the bus that will carry them 40 miles to their high school in Mariposa. And look at the farm youngsters walking along the roads of Iowa, Vermont, Virginia, and the other states on their way to little district schools. See that Indian Reservation—yes, and there's their school. Look at the one-room, one-teacher schools—they're all over the country, 60,000 of them.

Quite a picture?

Yes. And it has a number of meanings.

One of those meanings has to do with money.

Somebody, many somebodies, put up the money for this building, for it

equipment and maintenance, for your books, for the payment of teachers' salaries, and all the hundred and one other expenses of operating a school. Who are these people? They are the taxpayers of San Francisco, of California, and of the nation who are spending some of their hard-earned money to provide you with a free education. And some of these taxpayers don't even have children of their own.

Let's get down to cases.

What did it cost you *personally* to be sitting in this classroom? A punch on a Municipal Railway school ticket; a half a gallon of gas for your car; a ride with some kind motorist. In any event, the financial outlay on your part was just about nil.

Not Always Simple

Obtaining an education wasn't always as easy as it is today.

Under the Spanish and Mexican rule of California, none of the officials seemed to care much about public schools. True, there were a few elementary schools at the presidios and pueblos, and most of the missions provided a little schooling for Indian boys and girls. But it was a hit-or-miss arrangement; some years there would be school for a few months; other years, none. A few boys of wealthy parents received schooling, but not in California. They were sent to Hawaii, Peru, Mexico City, and Europe.

First American School

After the United States acquired California in 1846, a Mrs. Olive Isbell, wife of a doctor, started "The First American School" on the mission grounds at Santa Clara.

It didn't amount to much.

A former stable room in an old building was cleaned out, boxes were arranged for seats, a fire was built on a stone platform in the center of the room with a hole in the tile roof for a chimney, and Mrs. Isbell was in business. She had few books, no slates, no paper, and *one* pencil. She taught the alphabet to her 25 students by drawing letters in the palm of her hand and having the students memorize them.

After two months of this she and her husband called it quits and moved to Monterey.

Mrs. Isbell's reputation as a teacher followed her. Citizens of Monterey offered to guarantee her $200 a month if she'd start a school. She did—in a room at the customs house. It was open to all who would pay the $6.00 she charged for a three-month's term.

How to Get a Schoolhouse

Meanwhile, the Reverend Walter Colton, a Congregational minister, was detached by Commodore Stockton from his duty as chaplain aboard the USS Congress, and became the first American judge-mayor of Monterey.

He wanted to erect a school building, and he knew how he would get the labor force to construct it. He wrote it all down in his diary: "I shall set prisoners to quarrying stone for a schoolhouse, and have already laid the foundations. The building to be 60 feet by 30—two stories, suitably proportioned, with a handsome portico. The labor of the convicts, the taxes on rum, and the banks (fines) of gamblers must put it up."

Only a few weeks after Colton had started his project, a group of unhappy and unwilling gamblers made a substantial contribution to the building fund. The mayor-judge learned of an influx of gamblers into Monterey. Assembling some soldiers, Judge Colton raided the hotel where the gamblers had set up their card game.

"I gathered them all, some 50 in number, into a saloon," Colton wrote, "and told them the only speech I had to make was in the shape of a fine of $20 each, and that the only way to get out of the scrape was to pay up."

There was some argument, but finally one of the gamblers spoke up with, "Come, come, my good fellows, pay up, and no grumbling; this money goes to build a schoolhouse where, I hope, our children will be taught better principles than they gather from the example of their fathers."

The gamblers paid.

Colton also fined the hotelkeeper $100 and "then bid them good night . . . they knew I was doing my duty, and they felt that they atoned in part for a violation of theirs through their fines."

Within two years the structure was completed. The citizens christened it Colton Hall, and soon afterward a school was started on the first floor by the Reverend S. H. Willey.

Should you visit Monterey someday, you'll see Colton Hall—the first building in California to be built specifically as a schoolhouse.

Slow-Starting San Francisco

"The importance of some immediate action on the part of citizens of Yerba Buena in reference to the establishment of a school in the Plaza (Kearny Street, between Clay and Washington) must be apparent to everyone . . . we counted the other day about 40 children from age five to thirteen in the different streets at play who ought . . . to be in school."

This is a quotation from an editorial in Sam Brannan's second edition of his *California Star*, the city's first newspaper. The date: January 16, 1847.

In the next issue of the paper, Mr. Brannan's editor, E. P. Jones, came up with an offer and a plan. The offer was of a lot and $50 toward the establishment of a public school. The plan was for the formation of a committee to collect subscriptions from citizens and for the election of a board of trustees by the subscribers. The trustees would "receive the funds subscribed, contract for the building of a schoolhouse, the employment of a teacher, and exercise general supervision over the school."

A month passed. Nothing was done about the editor's plan. March came and went. The *Star* spoke up again about "the importance of establishing a

public schools." It pointed out that the population was increasing rapidly and that with the increase there was a full proportion of children.

City Growing

What was this increasing population? Well, a census had just been taken and it showed that the town had grown to 458! Of this number, 56 were children between the ages of 5 and 15 and 22 were between 15 and 20. The illiteracy rate was high. Nearly 20 per cent of the population—89, to be exact—could neither read nor write.

"One of the first acts of our pious ancestors after they had landed on the New England shores," said the *Star* editorial, "was the establishment of a public school. The responsibilities of the citizens of Yerba Buena are not unlike those of the early settlers on the Atlantic shores.

"Let it not longer be a curse to our children, to those who are to succeed as the builders of the empire of the Pacific, that they are denied the facilities of acquiring an education. . . ."

Private School Starts, Stops

A month after this editorial appeared, San Francisco got a school, a *private* one; not a *public* one, but at least a school. It was located in a shanty on Dupont (Grant) Avenue, between Pacific and Broadway, and was operated by William Marston, a Mormon. Enrollment never exceeded 25 and after a year Mr. Marston gave up and closed the place.

The *Star* continued to campaign for a public school. In March, 1847, five months after it had printed its first plea for action, the newspaper observed that "amid the many projects now in the course of deliberation we hold none paramount to the establishment of a good English school and the erection of a suitable building for that purpose."

At Least a Building

In September the town council acted. It appointed a committee of three citizens—William Leidesdorff, William Glover, and William Clark—to take steps toward the erection of a public school building. By December the three Williams were able to announce that the schoolhouse, a one-room structure of redwood, was completed. It was located in the Plaza (Portsmouth Square), fronting on Clay Street, near Brenham Place.

But a school *building* isn't a school. A school needs a teacher and it needs pupils.

"The new schoolhouse is now completed . . . ," said the *Star*, "yet some of our citizens last Sabbath . . . marched en masse to the newly constructed house and took possession of it. Let this strange edifice be occupied on the Sabbath as a church, but let it, during the (rest) of the week, be occupied as a schoolhouse, the legitimate object of its erection.

The first public school in California. Completed in Portsmouth Square, Clay and Kearny Streets, in December 1847, it did not begin operation until April 3, 1848. Twenty subjects were offered by one teacher in one room!

"Why," complained the newspaper, "do not the town council . . . employ a competent teacher . . . ? Hundreds of little urchins, both male and female, are seen strolling about the streets in idleness, exposed to all the nefarious and contagious vices of the day.

"If it is true that as the twig is bent the tree is inclined, what may we look for a few years hence if this ruinous carelessness and criminal neglect of parents are continued?"

Sam Brannan, owner of the *Star*, called a public meeting in February, 1848, at which a committee was appointed "to suggest to the . . . town council that it order an election of a board of five school commissioners; said commission to canvass the town, determine the number of contributing or paying scholars, (and) select a suitable teacher. . . ."

The council ordered an election to "elect five school trustees to take charge of the public schoolhouse and commence and control a school in the same under the direction of the council."

Trustees Chosen

On the appointed day, which was a very stormy one, a few citizens met at the designated place and, after waiting until it was thought no more would come, proceeded to the election of school trustees by a voice vote.

The newly elected board of trustees immediately placed an advertisement in the *Star*. It read: "Teacher Wanted. The school commissioners give notice that they will receive applications from those who may desire to take charge of the school. . . . None but those of sober and moral habits need apply. As it is desirable to obtain for the school a good reputation, the commissioners will be as thorough as possible in this examination."

There were two contenders for the job. One was William Marston, former operator of the first private school, and the other was Thomas Douglas, a Yale graduate who had been headmaster of the Young Chief's School in Honolulu and who was presently engaged in civil engineering work in San

Jose. Mr. Douglas was hired and his selection led to an interesting development which we will read about in a moment.

The board agreed that Mr. Douglas was to be paid $1,000 a year. This sum was to be obtained by the collection of tuition according to a scale established by the board of trustees. If the tuition fees were not enough to total $1,000, however, the town council agreed to make up any deficiency to the amount of $400.

School Costs

What did it cost to go to the first *public*, but not *free*, school in San Francisco? For $5.00 a quarter a child would be given instruction in reading, writing, spelling, and geography. For another dollar a quarter, instruction would be given also in arithmetic, English grammar, and composition. For $8.00 a quarter a pupil would get additional instruction "in mental and moral science, ancient and modern history, chemistry, and natural philosophy." Parents who wished their children to receive the complete treatment at the school could, by the payment of $12.00 a quarter, obtain instruction for their children in all of the above subjects, plus geometry, trigonometry, algebra, astronomy, surveying, navigation, Latin, and Greek!

Quite a curriculum for a one-room, one-teacher school!

And, if any person were unable to pay the tuition fee, admittance was to be free.

The school opened April 3, 1848, with an enrollment of six the first day. In a few days attendance shot up to 37.

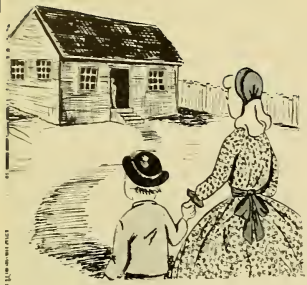
Marston Fights for Job

Meanwhile, the rejected applicant, Mr. Marston, had not been idle. Angry that he had not been hired, Marston and some friends set out to get rid of the school board in the hope that a new election would "load" the board with members who would fire Douglas and hire Marston.

They convinced the town council that the election had been illegal. A new election was ordered, but three of the old board were elected again. These three and the two new members stood by Mr. Douglas.

Let us read Mr. Douglas' account of the affair. "I am very confident that San Francisco never passed through a more exciting contest than that," he wrote. "My friends worked zealously; one of them on his own fleet little mustang galloped through the streets . . . and brought out every voter he could find on our side. There were no nice discriminations about the right of voting; sailors and soldiers all voted.

"During the voting, I showed Mr. Marston some flower beds in the back yard which I had made for the girls, in which they had begun to train a few plants. I also showed some gymnastics contrivances to promote their physical exercises, and besought Mr. Marston to continue these improvements in case he should be elected. He approved the plan, and promised to com-



plete it if he should be elected. Both sides exhausted their printed ballots, and we teachers both sat at the same table writing manuscript ballots to defeat each other."

But closing of election didn't settle things.

Deserted School

Those of you who know your California history will recall that 1848 was an exciting year. It wasn't a month old when James Marshall picked a shining bit of metal the size of a melon seed out of the mill race at Sutter's mill at Coloma, about 150 miles northeast of San Francisco.

But his discovery didn't affect San Francisco—right away, that is. Though the word got to the city a few weeks after the event of January 24, the newspapers didn't get around to announcing the fact until March. On March 15 the *Californian* buried a little item at the bottom of an inside page which read:

> GOLD MINE FOUND—In the newly made raceway of the sawmill recently erected by Captain Sutter, on the American Fork (river), gold has been found in considerable quantities. One person brought thirty dollars worth to New Helvetia (Sacramento), gathered there in a short time. California, no doubt, is rich in mineral wealth, great chances here for scientific capitalists. Gold has been found in almost every part of the country.

Ten days passed before the other newspaper, the *Star*, got around to announcing the great discovery that was to change the state's history. Then it gave the story less than 10 lines.

A few parties noisily left San Francisco for the diggings, but most of the town went about its normal routine. The new public school opened early in April, and enrollment increased every day until May.

Then the gold fever struck the town. Workmen quit their jobs and hurried away; shopkeepers locked up their stores and took off; homes stood vacant; ships lay idle in the bay with no crews; both papers suspended publication. In its swan song the *Californian* reported:

> The whole country, from San Francisco to Los Angeles, and from the seashore to the base of the Sierra Nevada, resounds with the cry of *gold!* Gold!! GOLD!!! The field is left unplanted, the house half builded, and everything neglected but the manufacture of shovels and picks.

What of our newly opened public school? It continued until the end of May. By then four of the five trustees had gone with their families to the mines. School enrollment had dwindled to eight pupils. Mr. Douglas sought the advice of the remaining trustee. He was advised to close the school and go to the mines. He did, and San Francisco was left with an empty schoolhouse.

Long Vacation

When the first band of red-shirted miners drifted down from the Sierras and threw fistfuls of gold dust on San Francisco bars, they unconsciously in-

augurated the longest public school vacation known in the city's history. For nearly two years thereafter there was no *public* school in San Francisco. There was, however, a private school, conducted by the Reverend Albert Williams, pastor of the First Presbyterian Church; but the enrollment was small, and it closed after a few months of operation.

This lack of public education, among other things, worried the newly elected mayor, Colonel John W. Geary. In his first address to the town council in August, 1849, he said: "We are . . . without a dollar in the public treasury. [There is] neither an office for [me] or any other public edifice. You are without a single police officer . . . and have not the means of confining a prisoner for an hour. Neither have you a place to shelter, while living, the sick and unfortunate . . . or to bury them when dead.

"The laws under which we act oblige each officer . . . to advance . . . the cause of education. I . . . strongly urge adopting measures by which the children of the high, the low, the rich, and the poor of this district can have equal advantages of drinking freely at the fountain of primary knowledge. . . ."

The Pelton School

One of those who read of the gold rush and of the influx of thousands into San Francisco was a man who lived in far-away Andover, Massachusetts. He was the principal there of Phillip's Free School. His name was John C. Pelton and ". . . I determined that there in that far-off and scarcely known land of California there should be my field, and there I would establish public schools; there be a schoolmaster. . . ."

Mr. Pelton told his New England friends of his plan and they helped him by gifts of books, maps, globes, a few school desks, and small donations of cash. A Boston firm gave a bell, on which was inscribed, "Presented to the First Free Grammar School of San Francisco . . ."

Arriving in San Francisco, Pelton and his wife opened a boarding house near the corner of Powell and Pacific Streets. Shortly thereafter a school, complete with the Boston bell, was opened in a Baptist church on Washington Street. The date: the day after Christmas, 1849. Three pupils enrolled the first day and within a couple of months the attendance had grown to 130.

Free But Not Public

While the Pelton school is considered the first free common school in California, it was not a *public* school; it was a free *private* school. After the school had been in operation three months, Pelton and others petitioned the town council to take over the direction of the school and to appropriate money for its support. The petition was denied.

The council stated that it was willing to spend money for the education of the poor children, but not for those whose parents could afford to pay school tuition.

Free and Public at Last

A month after the school petition was denied, the council reversed itself and on April 8, 1850, passed "An Ordinance for the Regulation of Common Schools" which read, "Be it ordained by the Common Council of San Francisco, that . . . it shall be the duty of J. C. Pelton, who has been employed by the Council as a public teacher, to open a school in the Baptist Chapel. Said school shall be open from half-past 8 A.M. to 12 M., and from 2 P.M. until 5 [!] P.M., and shall continue open from Monday until Friday . . .

"The number of scholars shall not exceed the number of one hundred, and no scholar shall be admitted under the age of four or over the age of sixteen. . . . All persons desirous of having their children instructed in said school shall first obtain an order from the chairman of the committee on education, and all children obtaining said order shall be instructed in said school free of charge . . ."

Second Free Public School

Through the efforts of Colonel Thomas J. Nevins, a salesman for a company that published Biblical booklets, a second public school was started in June, 1850. It was called the Happy Valley School, and was located in "a beautiful little valley in the suburbs [!] of the city on the corner of Second and Minna Streets, near Mission."

Does it seem to you that San Francisco's government was slow in providing for free *public* education?

Actually, our government led other towns of the state—led them by at least two years. The 1848 school taught by Mr. Douglas, though it lasted only two months, was a *public* school. It was established by public officials. It was partially supported by an appropriation of public funds.

When the new state government got around to passing a state school law in May, 1851, San Francisco in September of that same year passed an ordinance "for the establishment, regulation, and support for common schools."

Progress in Spite of Conditions

A look, however brief, at our city's history for 1851 makes one marvel that anything at all was done about public education *that* year.

It was a year of crime. It was the year of the first Vigilance Committee. It was the year when a complete breakdown of law enforcement led to the formation by the most prominent citizens of a secret society, organized into military companies, and armed with rifles in an effort to bring law and order to the crime-ridden town.

And 1851 was a year of disaster. In May a fire destroyed more than 1500 buildings, including the business district. The embers of this fire had barely cooled when another conflagration swept the city from Powell Street almost to Sansome, and from Clay to Broadway.

Yet the council, the council of a city "that was broken in credit, and did

not have funds sufficient even to buy stationery for the offices of the municipal government" went about the business of creating a public school system.

School Ordinance of 1851

The law creating our public school system divided the city into seven districts, each district to have a public school free to all children between the ages of 4 and 18. It provided for the raising of a common school fund and for its spending. It provided for the election annually of a five-member board of education. The board was ordered to hire a superintendent who would also be the clerk of the board. The law provided that the superintendent and two board members would act as a committee to examine those who applied for teaching positions.

At its first meeting the school board unanimously chose Colonel Nevins to be superintendent. There was disappointment among some of the citizenry —they thought Mr. Pelton deserved the honor—but there was no public outcry, and Colonel Nevins set about his work diligently.

Schools in All Districts

By the middle of 1852 Superintendent Nevins had established public schools in each of the city's seven districts. In the order of their creation, the schools were:

Happy Valley, Second and Minna Streets
North Beach, Powell and Filbert Streets
Washington, Grant Avenue near Jackson Street
Rincon, near First and Folsom Streets
Spring Valley, Union near Franklin Street
Mission, near Mission Dolores
Clarks Point, Broadway and Montgomery Street

Total enrollment in 1852 was 700. There were 12 teachers.

But Superintendent Nevins was not satisfied. He wanted "a *high* school for boys and a seminary for girls." Teachers in the primary schools reported the names of 60 boys and 35 girls who desired high school training.

First High School

By a unanimous vote the board of education requested the Common Council to spend $5,000 for the erection of a high school at Fifth and Market Streets, and on August 25, 1856, the first public high school in California—in fact, the first public high school west of Chicago—was opened for business. Following closely on the heels of San Francisco, Sacramento opened the second public high school in the state on September 1.

Also, in 1856, the first free public evening high school for adults was opened.

It was located in the basement of Old St. Mary's Church.

Six years passed before any other public high schools were established in California; and it was 12 years before the creation of the University of California.

Our first high school was called the Union *Grammar* School, but it was actually a four-year high school. Initial enrollment was 80—35 boys and 45 girls—and the faculty consisted of two men teachers and "a lady who will act as an assistant teacher." In 1858 the name of the school was changed to San Francisco High School and a year later the first class was graduated—seven boys and four girls.

"A proud day for the school," remarked the newspaper, *Alta California*, in commenting on the graduation exercises. "The wonderful advance which San Francisco has made in the past ten years . . . is plainly apparent in her public schools. . . . These institutions . . . are an honor to the people . . . a just cause of honest pride on the part of every citizen who has borne his share of the burden of their support."

Said the *Pacific*, "Our schools are no longer regarded . . . as charities of the poor. Their high and respectable character has secured the favor and patronage of our most wealthy citizens . . . taxes paid by the whole community sustain the expense of these schools . . . every man contributes his share and all are entitled to the benefits. . . ."

Mayor Brenham had something to say, too: "It is a matter of pride that so early in our municipal history . . . attention . . . was given to the establishment of free schools and the basis laid for a system . . . to afford free instruction to all children. Every dollar (spent on schools) will come back a hundredfold. . . ."

These quotations should make us proud of our city—proud of its determination to see that *all* its children received an education, proud of the caliber of men who lived and worked in early San Francisco.

We are forced to admire men like John Geary, mayor of a city that was "without a dollar in the public treasury," yet who said that each city officer was *obliged* to work for the creation of public schools for "children of the high, the low, the rich, and the poor . . ."; or John Pelton, who gave up a pleasant life in Massachusetts, made the long tortuous trip around the Horn to San Francisco, not for gold, but for the purpose of opening a free school; or Thomas Nevins, a book salesman, who preached the gospel of free public schools and who obtained the enthusiastic support of every newspaper editor in the town.

We are forced to admire the men of achievement and high standing in San Francisco's business and professional circles who worked earnestly for the passage of the first public school ordinance and who served on the Board of Education. They were prominent lawyers, bankers, merchants, shipowners, clergymen. They could easily afford to send their own children to tuition-

This ugly structure, built by the town council for $5,000 at Fifth and Market Streets, was the first public high school in California, first west of Chicago. Opened August 25, 1856, as Union Grammar *School, name soon changed to San Francisco High School, later to Boys' High School, and in 1894 to Lowell High School.*

charging private schools. *Their* children would get an education whether free public schools were established or not.

Yet, these men worked for the creation of a *public* school system. They worked for something that would mean an increase in their taxes.

Why did they do this?

Was it because the early school boards of San Francisco were composed almost entirely of New Englanders—of men whose Puritan ancestors insisted that all male citizens be trained to take part in their government? Perhaps.

In any event, our first boards of education deserve to stand beside such great Americans as Thomas Jefferson. They realized, as did Jefferson, that the education of the people would be necessary if a government "by the people" was to succeed. They agreed with the weekly newspaper, *Pacific*, which wrote: "We want schools which shall be as free to all classes of the community as the air we breathe. We want American schools which shall train the rising generation for the duties and responsibilities of American citizens."

Such thinking was in tune with our history.

Remember the Northwest Territory—the "Ohio country"? Remember how when they cut it up into townships, one thirty-sixth of the land was set aside for schools with the statement in that law that "schools and the means of education shall forever be encouraged."

Take a look at our own state Constitution of 1849. In those days, Congress was granting 500,000 acres of public land to each new state coming into the Union. Twelve new states had written into their constitutions the provision that the money from the sale of such land would be used to support a public school system. This was in accordance with the *intent* of congress in making these land grants, but such a provision was not *required* in a state's constitution as a condition of admission into the Union.

There was a bitter argument among the delegates at the constitutional convention in Monterey when California attempted to reach a decision with regard to the money obtained from the sale of this public land. Some argued that the funds should be used *only* for the support of public schools; others

said that the state legislature should have the authority to use the land-sale money for other purposes "if the exigencies of the State require it. . . ."

The delegates voted on the two proposals. It was close. At the first reading, the plan to use money obtained from the sale of public land for school support *only* was approved by 18 to 17. In the final vote the plan was approved 26 to 10.

Before they went home the delegates added another section to the 1849 Constitution which provided "for a system of common schools . . . supported in each district at least three months in every year." A district that failed to support a school for that length of time would get no money from the state school fund. Provision was also made for the election by the people of a state school superintendent.

One of the delegates tried to get the school term increased to six months, but he was voted down. It was pointed out that no other state constitution in the country specified a term longer than three months.

At the end of five weeks, the delegates had completed the work of drawing up a constitution for California. In November of 1849 it was accepted by the voters, and on September 9, 1850, President Fillmore signed the bill that made California the thirty-first state in the Union.

One might think that under the Constitution of 1849 public education would have had smooth sailing in California.

It didn't.

As you have read, opposition to free public schools was weak in San Francisco. Here the forces *for* public education were strong—we led the state in the establishment of primary schools—in the opening of the state's first public high schools—in the levying of *local* taxes to finance our schools.

Elsewhere throughout the state, things were different. The general impression was that parents should see to the education of their own children. In practice that meant education for those children whose parents could afford to pay tuition to a private school; for the great mass of boys and girls between the ages of 4 and 18 (an estimated 6,000 in 1851), no schooling.

Look at this list of the four most populous counties in the state:

El Dorado	Population	40,000 — no public school
San Francisco	"	36,000 — seven public schools
Yuba	"	22,000 — no public school
Nevada	"	21,000 — no public school

The education committee of the first state legislature "did not consider it . . . advisable . . . to tax the people . . . for the support of public schools, and . . . the school bill [is] indefinitely postponed."

At the second session, the legislature passed a bill, "Concerning Common Schools," but no provision was made for taxes to finance such schools. The cost of schools was to be paid by tuition fees and private subscriptions. School boards were authorized to build schoolhouses, but were not permitted to levy taxes for that purpose.

Not a very bright picture, was it?

We had a state constitution that had ordered the setting up of a system of free public schools, but the first legislature refused to levy a tax for their support.

But the apathy, the indifference of the legislature did not last long.

Prominent citizens throughout the state, aided by *all* the newspapers, launched a campaign to get action in the next legislature.

When the 1852 legislature met, it was addressed by the state superintendent of public instruction. "No government is worthy the name of civilization that refuses to educate . . . the children of the state," he said. "It is purely ridiculous and mean . . . to say 'I will not pay for the education of the children of others.' You pay for roads over which you never travel, and you pay for prisons which you never inhabit."

The assembled legislators were told that nearly three fourths of the children of the state "were growing up devoid of learning to read or write."

The legislature acted. A law was passed levying a tax of 5 cents on every $100 of taxable property to be used for public schools. Counties and towns were authorized to levy additional taxes as needed.

A beginning had been made to provide free public education for the children of California.

By 1860, California's tenth anniversary as a state, the friends of public education could look with pride on the progress that had been made. Nearly half the children between the ages of 4 and 18 were attending public schools. From 20 public schools in 1851, the number had risen in nine years to 523. The three-month term, specified in the Constitution of 1849, had risen to an average of five and a half months, with 102 schools offering a nine-month term.

But, while progress had been made, there was much yet to be done.

Teachers were poorly paid—the average salary being $66 a month—"scarcely as much as a bootblack obtained." School buildings, even in the cities, were of the poorest sort. Figures showed that the state spent three times as much money for the support of its prisons as it paid for the education of its children!

At this point, meet John Swett.

Born and raised in New Hampshire, "as a boy, he had no marked talent, but read every book he could get hold of." Upon graduation from college, Swett did a short stint of teaching in his native state, then came to California and went to work in the mines. Tiring of this, he came to San Francisco, where his credentials got him a job as principal of the Rincon Grammar School. In 1862 he ran for state superintendent of public instruction and was elected.

Swett, not a modest man, became the leader of the group of Californians who wanted more financial aid for the public schools. After five years in office, he was able to report, ". . . the school year ending June 30, 1867, . . . marks the . . . first time in the history of the State [that] every public school was made entirely free for every child to enter."

During his term of office *state* aid to schools was increased. *Counties* were *required* to levy a minimum county school tax equal to $3.00 for each child between the ages of 4 and 18. If the counties failed to raise this amount,

they were deprived of 25 per cent of the state apportionment. The law making these provisions is known as the School Law of 1866.

Was the passage of this law an achievement? Yes.

Said Professor Benjamin Silliman of Yale, in speaking at the commencement exercises of the University of California (then called the College of California): "California [has] laid the foundations and [has] set up the framework of the best system of general common-school education for the whole people which [exists] in any state or country where the English language [is] spoken."

The years rolled by. Twenty years after the establishment of its one and only public school, San Francisco in 1870 had 55 public schools, 371 teachers, and 22,152 pupils. There were two public high schools—San Francisco High School, at this time for boys only, and Girls' High School.

A Year-to-Year Job

Teaching was a precarious occupation. "Teachers were annually examined to test their 'fitness to teach a common school one year' and the pioneer teachers, such as Denman, Swett, Pelton, and others, were passed through the 'examination mill' a dozen times. The system afforded a fine opportunity for petty officials to browbeat schoolmasters and schoolma'ams."

At the end of each year, all positions were declared vacant and there was a general scramble for jobs. The "annual-election-of-teachers" meetings of the Board of Education became "star-chamber sessions . . . with the doors of the [board room] besieged until midnight by anxious teachers, waiting to know their fate."

In 1870 the president of the Board of Education recommended that the annual election method be abolished and that teachers be chosen to serve "during good behavior." Several board members and the superintendent of schools vigorously opposed this suggestion, but, supported by most of the city's newspapers, the majority of the board voted to end the annual election system.

Gets What He Wants

The 1873 state superintendent of schools was unhappy.

"While we are steadily gaining [support] for our public schools, . . . [a] large class of people [are not permitting] their children to obtain at least a common school education." He pointed out that nearly one quarter of the children of school age were not attending any school, public or private.

He wanted the state legislature to pass a law. Can you guess the kind of a law he wanted? It was a law that would compel parents to send their children to school. A year after the superintendent made his plea, the California legislature passed "an act to enforce the educational rights of children," and we had a compulsory education law. It was many years, however, before the law was actually enforced.

Old Hawthorne Primary School. Was on east side of Shotwell Street, between Twenty-first and Twenty-second Streets. Its ten rooms housed 400 pupils, grades 1 through 5. Stoves for heating, no lights, hand bell used for fire drills. Erected in 1867.

Rented School Buildings

Let us again turn our attention to San Francisco.

One of the richest sources for information on our school system is a set of 17 thick volumes, "Reports of the San Francisco Superintendent of Schools." Each volume covers several years.

Should you look at the superintendent's report of 1875 you'd learn that, while eight new schools were built that year, 35 schools were still housed in rented buildings. You'd read that the two high schools had an enrollment of 707; that Boys' High had moved into a new building, "a plain but substantial and commodious edifice . . . on the north side of Sutter between Gough and Octavia"; that Girls' High had shown a 38 per cent gain in enrollment over the previous year, and that "three young ladies of the graduating class [of 88] have entered the University."

This is the little Hunters Point Primary School, a two-room affair with one room being used for storage. There were eight grades, one teacher, and an enrollment of between 12 and 16.

"Spare the Rod. . ."

In 1877 the superintendent was greatly concerned about punishment in the schools.

"I desire to call to the attention of the Board of Education," he wrote, "the growing evils and abuses of the use of corporal punishment. . . . During the year, 21,362 cases of corporal punishment have been reported to the superintendent . . . probably far below the real number, since many fail to report any except the most severe cases. Most of the little boys and girls were punished for not being able to say their lessons or write their exercises correctly. . . .

"I repeat . . . my recommendation [of] last year [to] limit the authority to inflict corporal punishment to the principals of the schools. I appeal to the better judgment and humanity of the board to put a stop to so much whipping and cruelty in our schools."

Economy Wave

School costs were rising. In 1879 the school budget was nearly a million dollars—16 per cent of the city's total budget. Economy measures were recommended. Among them: require each of the city's 41 principals to teach at least one class; require that "all books and stationery be purchased by the pupils"; abolish all female vice-principalships; and reduce teachers' and janitors' salaries by 5 to 10 per cent. Of the city's 696 teachers, 568 of them were then being paid less than $100 a month.

Population was increasing. There were 40,722 enrolled in the public schools in 1883, an increase of 2,180 in one year. The Board of Education *reduced* the school department budget. The result? Bigger and bigger classes.

Crowded Classes

Said the superintendent, "Nearly all our schools are full to their utmost capacity . . . and still they come. The maximum number of scholars [in a class] by law is 60. There are many classes . . . containing 65, 70, 75, and even 80 pupils, many of whom have to be packed into spaces around the walls and on the teachers' platforms. It is preposterous to expect a single teacher to properly instruct and discipline 70 to 80 children."

Promotion Examinations

The superintendent of 1887 fought two battles, winning one and losing the other.

With the approval of the Board of Education, he ended the practice of requiring pupils to take and pass a final examination in order to be promoted to the next grade. ". . . teachers," he argued, "[can] arrive at a more correct

conclusion . . . by taking into consideration the general standing of the pupils throughout the year, than . . . by a single examination upon questions emitted from the superintendent's office. I regret to say that there are many teachers and principals . . . who have become so wedded to the written method that they are loath to adopt any other."

Board Picks Teachers

The battle he lost had to do with the selection of teachers. He wanted them to be chosen on the basis of competitive examinations, but the Board of Education liked the method then in vogue—that of each member "nominating" a teacher for a job and all members automatically approving each others' nominations.

"The whole process of choosing teachers is radically wrong," said the superintendent, "and is but a means of distributing patronage among the members of the boards."

A few years later another superintendent spoke up more forcibly. He wrote: "While the average daily attendance of pupils has increased but 23 [this year], the Board of Education has added 47 teachers . . . two teachers for each additional pupil! Rarely does the board assemble without electing a few teachers to the department. The electing of unnecessary teachers is merely the application of 'personal patronage' and the 'spoils system.'

"A combination of eight or nine (board members) distribute the patronage. When places are to be filled, . . . those whose 'turn' it is to appoint, secretly hand the names of those whom they desire appointed to a member of the committee and . . . these are then elected into the department. The public [does] not know who is responsible for the election of any one [teacher]."

Less Homework

Homework was an issue in 1892.

Parents in large numbers complained that their children were "loaded down" with study assignments to be done at home. On the recommendation of the superintendent, the Board of Education established "Rules On Home Work." The rules: ". . . no lesson whatever for home study in the first, second, or third grades; not more than one hour's study for fourth and fifth graders, and no lessons whatever in arithmetic shall be assigned for homework; . . . to pupils in the sixth and seventh grades not more than one hour and a half; . . . in the eighth grade not more than two hours. In high schools . . . the total time required for home study . . . shall not exceed *three and one-half hours daily*."

And this time schedule was considered an improvement!

In concluding his report on homework, and regarding overwork in the high schools, the superintendent said, "There is no hardness of heart like that of a teacher infuriated with ambition for the mental progress of a child."

Another old-timer—Horace Mann Intermediate School, Twenty-third and Valencia Streets, built in 1870 and replaced by today's junior high of the same name. Coal-burning stoves provided warmth for the 850 pupils in its three grades, 6, 7, and 8. "Students run during fire drills," says an old report, "and the building is emptied in about 65 seconds."

Some 800 boys and girls were enrolled at this school—Everett Grammar, built in 1868 on the site now occupied by Everett Junior High School. Not shown is a small two-story frame building that was used as an assembly hall and for manual training and domestic science.

Left, Hamilton School did double duty, its 17 rooms serving 112 day pupils (grade 5 from the Emerson school) and 300 evening school students. Built in 1875, it was located on the south side of Geary Street, between Pierce and Scott Streets. Right, Columbia Cosmopolitan Grammar School, erected in 1875 on Florida Street, between Twenty-fifth and Twenty-sixth Streets. Its 21 rooms housed 900 pupils, grades 1 through 8.

Truant School

By 1898 California had had a compulsory school law for 24 years, but it was not strictly enforced.

One reason for this laxity was that school districts received state aid simply on the basis of the number of children *in* the school district, not, as today, on the basis of the number of children actually *in school.* San Francisco, for example, had only about half its school-age children actually *in* school, yet the state paid the city money on the basis of the city's total school-age population. By not compelling attendance, San Francisco had more money to spend on those children who *did* attend.

But the superintendent wanted compulsory attendance. He wanted *all* the children of San Francisco to get an education. And he thought this could be achieved by the establishment of a Truant School.

Said he, ". . . the law . . . provides schools to which all the children of this city *may* go; it should . . . provide [a school] to which certain children may be *made* to go . . . [a school] for those who will not, willingly, be instructed." His proposed school would include, not only truants, but also troublemakers from all the other schools in the city. The Board of Education did not act on his proposal.

Two years passed. There was a new president of the Board of Education. He brought up the idea again and, after describing the operation of a Truant School in Detroit, said, ". . . the laws of our state governing compulsory education are exceedingly weak . . . we believe much can be done to force parents to send their children to school.

"You can notice the great number of children who are running about the streets, receiving no education except that of vice, and who in a few years will be grown men, leading a life of idleness or possibly crime."

He was concerned over the census report of 1900 which showed nearly 80,000 school-age children in the city, yet the average daily attendance in the public schools was only 36,000, and that in the private schools under 10,000.

To get the remaining 34,000 children in school, the board president said, "we hope . . . to introduce a plan of compulsory education by organizing a system of truant officers and [to] . . . establish a strong truant school."

Fresh Start

This was written in 1900—a year of reflection, of review, of taking stock. It was the beginning of a new century.

Fifty years had passed since "the days of old, the days of gold . . ." Fifty years had passed since the town council had ordered J. C. Pelton to set up a school where "children . . . shall be instructed . . . free of charge."

Businessmen, professional men, politicians, educators—in fact, every San Franciscan wondered—what lay ahead of them for the next 50 years—what would happen to them personally and what would happen to their city between 1900 and 1950.

Government-wise they were starting afresh. They had a new "constitution" —a new charter—that had been devised by the highly respected Mayor James D. Phelan and his Committee of One Hundred.

The charter of 1900 provided for a "new deal" for the school department. The cumbersome 12-member Board of Education, elected every two years on a political basis, was eliminated.

We now had a Board of Education consisting of four members, *appointed* by the mayor. Term of office was four years, with a staggered system so that only one member went out of office each year. This ended the confusion that had formerly existed when the term of office of all 12 members of the Board of Education ended every two years.

The new Board of Education set up certain goals.

"We consider the most important changes necessary for the improvement of our school system [to be]. . . :"

1. a plan that would result in ". . . appointment of teachers . . . on merit and not for personal or political reasons . . .

Little Buena Vista Primary School, Bryant Street, between Eighteenth and Nineteenth Streets. It served 150 pupils, grades 1 through 5. There were coal stoves, no lights, no fire protection, and "plaster is off in many places."

This ". . . substantial and commodious edifice" was the new building for Boys' High School in 1875. It was on the north side of Sutter Street, between Gough and Octavia Streets. This was one of the city's two high schools, the other being Girls' High, Scott and O'Farrell Streets. Boys' High was renamed Lowell in 1894.

2. "yearly contracts for all supplies to be awarded on a competitive basis . . .
3. "a rational method of promotion of pupils . . ." (The final examination was kept, but it counted as only half of the year's work. Examinations for promotion in the evening schools were eliminated.)
4. "adoption of a course of study . . . along the lines of modern educational thought . . ."
5. "attempt [to obtain] an amendment to the state compulsory school law. . . ." (So that a truant school could be established in San Francisco.)
6. "conducting the school department on strict business principles . . .
7. "supervision of the schools by experts along certain lines . . .
8. "centralization of responsibility of principals for their schools . . .
9. "improvement of school buildings and the erection of new buildings . . ."

An ambitious program? Yes, improvements in every instance.

The Holocaust

Came April 18, 1906. That morning a geological giant took hold of San Francisco and gave it several violent shakes. Fire added its force, and when it was all over a four-square-mile area of the city was a charred ruin; 28,000 buildings were destroyed; 300,000 were homeless; and there were 452 known dead.

Thirty-two of San Francisco's 83 public schools were destroyed and nearly all the remaining buildings were damaged by having plaster loosened, windows broken, chimneys cracked, and by being shifted from their foundations.

Five days after the earthquake and fire ". . . it was decided that, if safe, the Emerson Primary School, corner of Pine and Scott Streets, [would be] . . . headquarters of the school department." By August, 36 temporary buildings—256 classrooms—had been built. In short order the voters approved a five million dollar bond issue for the construction of 31 new elementary schools, three new high school buildings, and an addition to Mission High School.

Policemen's Headache

You'll recall that over the years the superintendent of schools and members of the Board of Education were concerned over the number of children *not* in school. Finally a Truant School was established, but enforced attendance was still a long way from today's efficiency in this respect.

But they kept trying—trying to get every school-age youngster in school.

Said the superintendent's report of 1913: "Several years ago an order was issued that every policeman should be a truant officer on his beat between 9 and 3 o'clock, [but] . . . after a short time the [police] department lost interest . . . because every child questioned . . .by a policeman gave reasons for being [out of school] which the officer had no power to refute.

" 'It's a holiday at our school.' 'I go to a private school and we are excused today.' 'The teacher excused me to go on an errand.' 'My mother is sick and I have to mind the baby.' 'My little brother has the measles and I cannot go to school.' 'I am going for some medicine.'

"The order from the chief of police became a dead letter because it could not be enforced."

The superintendent and the Board of Education came up with a solution—absence cards. "Absence cards will be issued by principals permitting a child to be on the streets. Failure to produce the card justifies the officer in phoning the nearest school or turning the child over to the nearest school."

The success or failure of this plan is not recorded.

New High School

There was another item of interest in the Superintendent's report of 1913.

He recommended ". . . the establishment of a two-year high school, to be known as Galileo High School," but it was not until 1923 that the Superin-

tendent was able to report that ". . . one of the finest high school buildings in the United States is in the course of construction at the foot of Van Ness Avenue, the Galileo High School."

The new school came from part of a twelve and a half million dollar bond issue that the voters had approved. This bond issue money also paid for a new Commerce High School and athletic field, a new Mission High School, three new junior high schools, scores of elementary schools, and additions and repairs to the city's entire school plant.

By 1930 it had been 80 years since the town council of San Francisco had hired ". . . J. C. Pelton . . . as a teacher . . . to open *a* school . . ."

And in that 80-year period the citizens of San Francisco had financed the erection of over 120 public school buildings, an even 50 of them having been built during a great building program between 1920 and 1930. Look at what had been constructed in the space of ten years:

1. Three new high schools—Balboa, Galileo, and Mission—and large additions to Commerce and Polytechnic
2. Seven new junior high schools—Everett, Francisco, Horace Mann, Portola, Presidio, Roosevelt, and Aptos
3. Thirty-eight new elementary schools

One might think that all this new construction would take care of San Francisco's school needs for years to come.

It didn't.

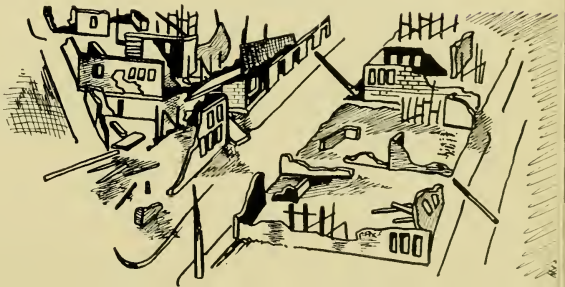
The city's population refused to stand still.

Voters' First Rejection

In 1931 school authorities estimated a need for seven more schools and additions to three others. They asked the voters to approve a bond issue for three and a half million dollars. For the first time in the city's history a school bond issue failed to pass. True, a *majority* voted "Yes," but that wasn't enough.

From your previous reading you should know how it is that a bond issue may fail, even though more people vote *for* it than vote *against* it.

As a result of the voters' rejection of the school bond issue school building lagged, but it did not stop completely. On a "pay-as-you-go" plan, Balboa High School, begun in 1928, was finished; a gymnasium was constructed at Girls' High School; and a new junior high school, James Lick, was built.



Built in 1868, the old Emerson Primary School, grades 1 through 5, was located on Pine Street, between Scott and Divisadero Streets. It withstood the earthquake of 1906 and became the temporary headquarters of the school system. Says an old Fire Department report, ". . . a fire on the first floor would entirely shut off all means of escape from the upper floors . . ."

More Money Again

Two years after the unsuccessful try in 1931, the Board of Education again asked the voters to approve a bond issue, this time for three million dollars. The bond issue was approved and from it came the first wing of George Washington High School, the main building of Marina Junior High School, and nine new elementary schools.

About this time an event that occurred nearly 500 miles south of San Francisco resulted in the temporary closing of 18 of the city's schools. That was the Long Beach earthquake, and it was followed by the Field Act of the State Legislature which required the earthquake-proofing of California's public school buildings. San Francisco spent over a million dollars on this work.

Significant Events

We move on to 1937. It is April. Standing on the crest of a rolling hill in Balboa Park is the Mayor with a shovel in his hand. He turns over a spadeful of earth, thus breaking the ground for the first permanent building of San Francisco's junior college.

In November of that same year another important event in the history of our public schools took place on Florida Street, between Twenty-fifth and Twenty-sixth Streets—the dedication of the new Sunshine School for crippled children.

This ceremony marked the fulfillment of a civic dream which had its inception in the minds of the local Rotary Club. Through the efforts of the Rotary assisted by the Parent-Teacher Association, the County Medical Society, and the Board of Education, the citizens of San Francisco who voted the spending of their tax money on the project, a vision became a reality.

The War Years

Great events swept over the world from 1938 through 1948.

World War II began in Europe, in spite of the prediction made by U.S

Galileo High School, Van Ness Avenue and Bay Street. Recommended by the superintendent of schools in 1913, construction was not begun until 1923. It was completed in 1926.

Senator Borah two months before the war's outbreak that, "I don't believe there will be a war just yet."

Franklin Roosevelt was elected president for the third time.

In San Francisco, 1939 brought a 7-cent streetcar fare and the opening of the Golden Gate International Exposition on a man-made bit of ground called Treasure Island. Commuters began to ride across the Bay Bridge in trains—three years after its opening. Auto ferries were still operating from the foot of Mission Street; a Sea Cliff home "8 rooms, like new throughout" was offered for $8950; a "brand-new 5-room corner bungalow, Richmond District" was advertised for $6500; and the new Oldsmobile was selling for $939 delivered here.

More Construction

The public schools?

Well, the voters had approved another bond issue for schools—this time for $2,800,000. The Federal government added $2,450,000 making the total amount $5,250,000. From this fund came the first and second units of City College—the main building of the new Abraham Lincoln High School—the second unit of Samuel Gompers Trade School—the new James Denman Junior High School, and additions and repairs to other schools.

Thumbing through the Superintendent's Bulletins of 1939, 1940, and 1941, we read of the dedication of George Washington High School; of Abraham Lincoln High School, named for the famous old Lincoln Grammar School once located at Fifth and Market Streets, but destroyed by fire in 1906; of James Denman Junior High School; of the new athletic field at Mission High School; and of the new auditorium at Marina Junior High School.

These were depression years. The American Youth Council reported that four million young people between 15 and 24 were out of school and out of work. There was a sharp rise in juvenile delinquency throughout the land, but not in San Francisco. We had the third lowest juvenile delinquency rate for cities of comparable size and the lowest for *any* seaport city.

The March 1941 topic for the Marina Adult Forum was "Does Japan Want War With the U.S.?" Aviation courses were popular. Large enrollments were reported at the junior college, at Samuel Gompers, and at Galileo Evening School. The school district operated four classes in aviation at the Naval

Training Station, Treasure Island, and two in the Ferry Building. The San Francisco Public Schools Radio Station, KALW, went into operation.

An opinion poll by a local newspaper showed that 91 per cent of the San Francisco parents questioned said they were satisfied with the public school program.

The schools were training 1700 apprentices for defense industries.

A University of California psychologist reported that "while the span of life of idiots and imbeciles is brief, as a rule, they live longer in California than elsewhere. . . ."

Dangerous Days

Then came December 7, 1941—the Japanese attack on Pearl Harbor.

The Fire Department began checking the safest places in the schools for children in case of air raids; 300 teachers signed up for Red Cross first aid training; a course in methods of combating incendiary bombs was given all male janitors and those teachers who were acting as assistant fire wardens in schools; and air raid sirens were installed on many school buildings. The Board of Education authorized 15 new classes in National Defense Training, bringing the total to 121.

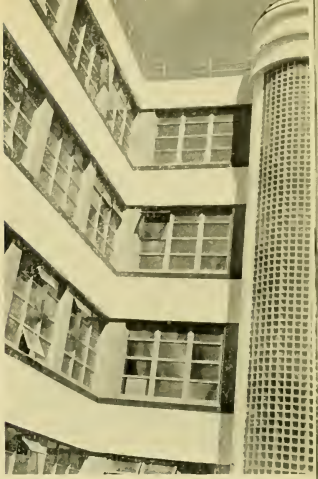
The war years of 1942 through 1945 were ones of intense activity on the part of nearly all Americans. Millions went into uniform; other millions worked in war industries and volunteered their services for all sorts of special projects and drives connected with the war effort.

Our schools felt the impact of this bustling activity. They were designated as Selective Service registration points; 62 school auditoriums were used in training air raid wardens; 90 buildings became auxiliary fire stations of the Fire Department; the Police Department used 24 schools to train auxiliary police; the Army took over part of Galileo High School; and an evacuation center for Japanese was opened at Raphael Weill School.

The superintendent of schools met with California agricultural representatives to make plans for students to work on farms during vacation. On the first call, 700 students volunteered for such work. Teachers and Parent-Teacher Association volunteers took over the job of distributing sugar ration books; the Parent-Teacher Association began the task of registering children for identification tags; air raid alert telephones were installed in all schools; and June graduation found nearly half the boy graduates headed for the Armed Forces.

New defense classes in shipfitting were established because the "opening of new shipyards in Sausalito will . . . make even more acute the demand for shipfitters."

These were the years of synthetic rubber, of retreads for tires. Ask your father. There was a continuing clean-up campaign to keep the streets free of glass, nails, and other objects that played hob with the not-very-sturdy tires. There was a shortage of teachers. One Monday the schools were short 46 substitutes. The Board of Education authorized the issuance of "emergency"



Temporary home of Luther Burbank Junior High School, Twenty-second and Bartlett Streets. Built as Samuel Gompers Trade School, its usefulness for industrial arts ended with the opening of J. A. O'Connell Vocational High School and Technical Institute.

teaching credentials. The Board also adopted ". . . a policy of continuing regular classes . . . in the event of a military order for evacuation of the city . . ."

Quickening Pace

High school graduation was speeded up for those going to college—one could graduate with 190 units instead of 200. Teachers were in great demand for summer work as inspectors in the canning industry, in the shipyards and other defense industries; volunteers were sought by the Coast Guard Port Security Patrol; and thousands of adults and young people were planting victory gardens in the back yards—in Golden Gate Park, and at City College.

Students cited for speeding lost their gasoline ration books for at least 60 days, and adults ran up against a new Federal law providing for "collection of income taxes at the source by the employer up to 20 per cent of all pay checks."

Hill Report

But not *all* activities were directed toward the war effort.

In October, 1943, a survey of our elementary school system was completed. Recommendation: more supervision; more playground space; a new arithmetic course; additional library facilities; a new science course; an increase in ability-testing; bettter provision for individual differences; and more emphasis on social studies, reading, and the language arts.

Next year, acting on the recommendation of the superintendent of schools, the Board of Education hired Dr. C. M. Hill of Yale University to make a detailed examination of the entire school system. After months of work, he and his staff of 15 consultants and specialists presented their report to the Board. The Board adopted it.

The report particularly recommended changes in the city charter so that the city and county government no longer would have its ". . . gnarled . . . tentacles, octopus-like, around the affairs of the San Francisco Unified School District."

Here are the highlights of what happened thereafter:

1. The superintendent of schools was made the person actually responsible for running the schools, just as the State law had

always provided. The Board of Education set policies and evaluated the results achieved by their executive officer, the superintendent. "No superintendent in the past 25 years has been permitted by the Board to be its executive officer," said the Hill report. "Board members, individually and collectively, have taken executive authority into their own *run* the schools, but *to get it done*."

2. The triple-headed organization, with the superintendent of schools, the secretary of the Board of Education, and the administrative advisor all reporting directly to the Board was ended. The superintendent was made the Board's *sole* executive officer, with all others under his direction.
3. The Hill report brought about big changes and improvements in the adult education and in the vocational training programs.

Eventful 1945 brought delegates from all over the world to San Francisco for the founding of the United Nations. High school journalists met the diplomats at weekly Press Club dinners, and many of the delegates visited our public schools.

World War II ended. The superintendent of schools reviewed the changes that had taken place in the school system during the war years—great expansion of vocational education, an increased adult education program, initiation of a long-term program of curriculum development, expansion of the guidance program, and the beginning of a veterans' service.

Nineteen forty-six witnessed the fiftieth anniversary of Mission High School; the twenty-fifth of Galileo High School; and the creation of a centralized cafeteria system. One junior college received national recognition by being rated among the top ten in the United States by state school superintendents and other educators.

In 1947 there was another fiftieth anniversary—that of the San Francisco Council of Parents and Teachers. An electrical code course at the Samuel Gompers branch of the Mission Adult School drew an attendance of 1300; the outgoing superintendent of schools recommended and the Board of Education adopted a single salary scale for teachers; the city's public school children contributed $9,400 toward the construction of a planetarium in Golden Gate Park and collected 20 tons of clothing for war-torn countries.

Hundreds of women learned industrial skills in the public schools during World War II, thus fitting themselves for jobs in vital war industries.

A new superintendent of schools told the teachers at an institute session that ". . . the only reason school administration has for existing is to promote more effective teaching . . . our schools must . . . be laboratories of democracy. We must work with the home and very closely with it, as well as with all other community agencies whose activities . . . affect . . . children. We can teach what is right with America without ignoring our economic, social, and political problems. . . ."

Seeking Answers

The new superintendent of schools immediately concerned himself with two questions. They were:

1. How well are the youngsters in the public schools doing in their work?
2. How well is the school plant housing its students and what buildings do we need now and in the future?

To find a partial answer to the first question, an intensive testing program was begun in the schools.

To find the answer to the second question, the Board of Education, acting on the recommendation of the superintendent, hired Dr. N. L. Engelhardt to conduct a survey of our school buildings.

Early in 1948, after five months of study the 11-volume Engelhardt Report was presented to the Board of Education and to the public. It set forth a plan for a 20-year building program which recommended rehabilitation or replacement of 26 schools and the construction of 67 new schools, including six new junior high schools and three new senior high schools. The Board of Education adopted the Engelhardt Report.

Failure, Then Success

The Engelhardt Report spelled out San Francisco's school needs. The next step was to find the money for the project. This meant the issuance of bonds. The voters would have to give their approval.

At a special election in June, 1948, the voters were asked to approve the borrowing of 87 million dollars. In spite of the endorsement of the Chamber of Commerce and of all four daily newspapers, the bond issue proposal failed to get the necessary two-thirds majority.

Another try at the general election in November, this time for $48,890,000, was successful. By a vote of 229,000 to 74,000 the bond issue was approved, and in a short time the school-building program got under way.

Eventful 1948 and 1949

In addition to the testing program in the schools, the Engelhardt Report on buildings and the bond issue proposals, there were other noteworthy

school events at this time. Nineteen forty-eight was the 100th anniversary of the founding of the first public school in California in Portsmouth Square, right here in San Francisco; San Francisco Junior College 13 years old, was renamed City College; Driver Education was begun in the high schools and the adult evening schools; and the Freedom Train pulled into a siding at Marina Greens.

Nineteen forty-nine began with a taxi strike, and over 300 crippled and otherwise handicapped children were stranded because their usual form of transportation to school was not available. Buses were pressed into service, but proved unsatisfactory—some children had to be on a bus nearly four hours from home to class. Finally the strike was settled and *this* problem disappeared.

But there was another problem that plagued the school system. San Francisco's population increase caught up to our school capacity. Hundreds of elementary school children were in temporary classrooms; others were being transported to distant schools because the schools in their own neighborhoods were overcrowded.

There was a bright spot in this picture, however.

The Board of Education called for bids on one new elementary school, and plans for three more were completed. This same year, 1949, saw the beginning of the job of converting the former Ford plant at Twenty-first and Harrison to a vocational school. Its name: John A. O'Connell Vocational and Technical Institute, in honor of a San Francisco Labor Council official.

And by the end of 1949 two new elementary schools were nearing completion; additions to two more would be finished by spring; bids had been called on two others; three had reached the final drawings stage; and nine were on the drawing boards.

Population Pressures and Other Things

The tempo of the school building program was speeded up in 1950.

Construction was under way on John A. O'Connell Vocational and Technical Institute and on four new elementary schools; contracts were let for two more; two million dollars was voted by the Board of Education for additions to City College; plans were approved for the new A. P. Giannini Junior High School in the Sunset; and the Board announced the hope that within six months contracts would be let for four more elementary schools and the completion of Abraham Lincoln High School.

But in spite of this building activity, the pressure of population increases, especially at the elementary level, outstripped the school construction program. The worried assistant superintendent of elementary schools reported that 50 new emergency classrooms were needed; the Korean War began; prices shot up; and the Board of Education was faced with the prospect that the school bond issue money would not stretch far enough to provide all the buildings it was intended to provide.

As 1950 came to an end, the Federal census report showed that the city had gained 20 per cent in population since 1940. And, the year's end also brought a straw in the wind—the suggestion by a member of the Board of Supervisors that Commerce High School be closed down and converted to an administrative headquarters for the school system.

Highlights of 1951

The building plans of 1950 continued apace in 1951.

Three new elementary schools were opened; seven other schools were under construction; and bids were called on additions to Abraham Lincoln and George Washington high schools and for another elementary school.

Students throughout the city practiced air raid drills as a part of the Civil Defense program; the art work of 300 pupils was displayed at the de Young Museum; and a 10-year-old traffic patrol boy saved the lives of three children when an automobile jumped the curb.

The Board of Education, acting on the recommendation of the superintendent of schools, voted to close Commerce High School in 1952. It also settled an argument with the Art Commission over the site of a new junior high school at Fourteenth Avenue and Santiago Street, and debated whether an elementary school teacher could spank a child.

The superintendent of schools lost his car—it was stolen, then recovered within a day, somewhat the worse for wear.

Four proposed elementary schools were dropped from the building program because of rising costs, the National Education Association held its convention in San Francisco, a 30 per cent increase in kindergarten enrollment was reported, and a local doctor made a survey that indicated two out of five students in the public schools need glasses.

As the year ended, the Board of Education was able to announce the completion of four more new elementary schools.

Program Nearing Completion

Should you look through the annual report that the superintendent of schools made to the mayor for the year 1952 and 1953, you would find that 8 of its 16 pages dealt with the school building program.

You would get an inkling of the problem confronting the Board of Education and the superintendent—the problem of trying to make the $48,890,000 worth of school bonds stretch to take care of the city's school needs in the face of rising costs caused by the Korean War.

You would see how the shifts in population *within* the city forced changes in location of school sites. Here an elementary school was no longer needed; there two schools were consolidated to accommodate more children; here will be built a junior high school much larger than originally planned; there still another school must be built because of unexpected growth.

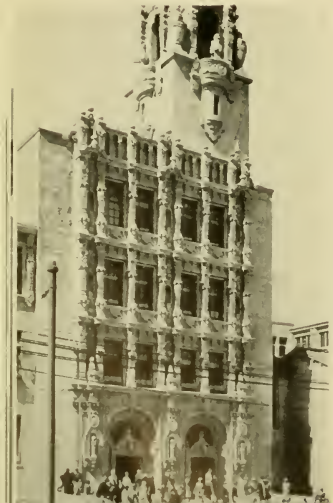
You would learn that by the end of 1954 most of the bond money had

been spent and that "substantial compliance with our goal was achieved in that time."

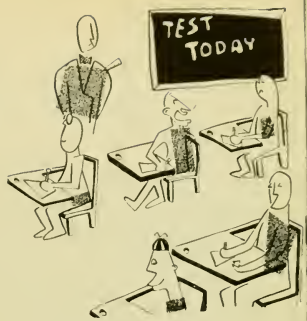
And you would learn that in no other six-year period of our city's history had so many schools been built.

As of January 1955 the record showed:

Ulloa Elementary	42nd Avenue at Vicente Street
McLaren Elementary	2055 Sunnydale Avenue
Miraloma Elementary	Omar and Sequoia Way
Lakeshore Elementary	Eucalyptus Avenue and Middlefield Drive
Stevenson Elementary	34th Avenue at Quintara Street
Hillcrest Elementary	Silver Avenue at Cambridge Street
Mark Twain Elementary	41st Avenue at Ortega Street
Giannini Junior High	Ortega Street at 39th Avenue
Bret Harte Elementary	Gilman and Griffith Streets
Twin Peaks Elementary	Corbett Avenue at Dixie Way
Anza Elementary	Anzavista and O'Farrell Street
Burnett Elementary	Newcomb and Lane Streets
Douglas Elementary	19th and Collingwood Streets
San Miguel Elementary	Delano and Seneca Streets
Patrick Henry Elementary	Vermont at 19th Street
Crespi Home School	24th Avenue at Quintara Street
El Dorado Home School	Delta and Wilde Streets
Bessie Carmichael Elementary	Folsom at Columbia Square
Abraham Lincoln High Addition	24th Avenue at Rivera Street
Benjamin Franklin Junior High	Scott and Geary Streets
O'Connell Trade and Industrial	21st and Harrison Streets
City College Classroom and Library	Phelan and Ocean Avenues



Entrance to Mission High School, one of the city's largest. Facing Dolores Park, it extends a full block on Eighteenth Street, between Church and Dolores Streets.



George Washington Music Unit
32nd Avenue at Anza Street
Ortega Home School
Sargent and Ramsell Streets
Hearst Home School
Santiago Street at 42nd Avenue
Noriega Home School
Noriega Street at 44th Avenue
Jedediah Smith Elementary
Southridge and Hilltop Roads

Fremont Elementary	Silver Avenue at Revere Street
Starr King Elementary	Carolina at 25th Street
Herbert Hoover Junior High	Santiago at Funston Avenue
Frederic Burk Elementary	Font Boulevard at Arballo Drive
City College Cafeteria	Phelan and Ocean Avenues
Commodore Stockton Elementary	Clay and Powell Streets
Sir Francis Drake Elementary	Harbor Road at Middlepoint Road

Quite a list? Yes, but that's not all.

Over five million dollars of the 1948 bond issue money was spent on rehabilitation and modernization of existing schools. Nearly every school in the city had *some* work done on it. For example, new desks were installed in 60 schools; yards repaved at 42; new flooring at 41; new boilers and heating equipment in 36 . . . The list is long—new stage curtains, auditorium seats, new cafeterias, interior and exterior painting, new fire escapes, windows, and so forth.

A Century of Progress

Think back to what you read earlier in this chapter about our schools.

Remember our first teacher, Mr. Douglas, and our first public school—the one-room affair at Portsmouth Square—and the total enrollment of 37 pupils?

Remember 1852? There were seven public schools by then under the guidance of our first school superintendent, Mr. Nevins.

Remember our first high school—it was also the first in the State—'way uptown at Fifth and Market, with a total enrollment of 80?

Wouldn't Mr. Douglas, Mr. Nevins, Sam Brennan, Mayor Geary, and all those other San Franciscans be surprised if they could see our public school system of today? Surprised and undoubtedly pleased to know that, within a little over a century, the public school system they struggled so hard to establish has grown to 122 schools; to an enrollment of 170,000; to a teaching staff of over 3,500.

And wouldn't they be pleased to know that present-day citizens had voted to pay out over 48 million

In spite of our huge school building program, 202 of these temporary structures are still in use.

dollars on new school buildings! They would remember that exactly 100 years before they had finally succeeded in getting the city council to commit itself to spend up to *$400* on public education.

Yes, these pioneers who worked so hard to establish free public schools in San Francisco would be happy and proud if they could see the progress we have made.

Suppose they *could* visit our schools of today—visit a kindergarten, an elementary, a junior high, a senior high, our City College, an adult school, a school for handicapped children . . . just suppose. They would learn a great deal, wouldn't they?

So will you in the chapters to follow.

Things to Discuss:

1. In a democracy, more than in any other kind of government, it is vital that the voters be educated. Why?

2. Among the earliest civilizations parent-to-child was the limit of education. Would that be enough today? Explain your answer.

3. There are certain countries that call themselves democratic, yet the majority of their people can neither read nor write. Is truly democratic government possible under such conditions? Explain your answer.

4. You'll recall that at the beginning of the Declaration of Independence it was stated that "All men are created equal . . ." Equal in what respects?

5. Compared to the days of Lincoln's boyhood, it is easy to get an education today. Some people claim that because of this ease in getting an education, the youth of today do not appreciate their educational opportunities. What do you think?

6. The early-day San Franciscans who worked for free public schools were mostly well-to-do people. They could afford to send their children to private schools. Yet, they wanted free public schools. What thinking prompted their actions?

7. "Parents should take care of the education of their own children," said an early-day politician. Discuss this point of view.

8. In 1900 there were nearly 80,000 school-age children in San Francisco, but 34,000 of them were not enrolled in any school, public or private. Suggest some reasons for this situation.

Once High School of Commerce, this building at Van Ness Avenue and Hayes Street has been headquarters of the Board of Education since 1952.

CHAPTER TWO

Wonderful Years

CHILD CARE CENTERS

What can a working mother do with her little children while she is away at her job?

Your public school system, operating under State law, has the answer. Since 1943 it has operated child care centers where mothers who are the sole support of their children may leave them while they are working. Also, under certain instances in which both parents must work, they, too, may leave their children at a child care center while they are at their jobs.

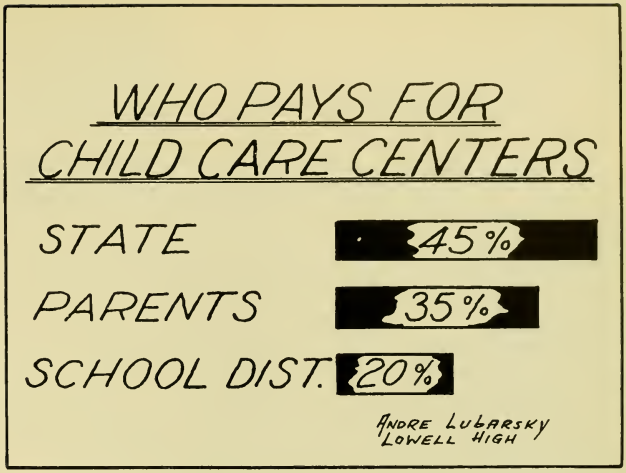
Wanted: Workers

Child care centers developed during World War II. This was the problem: With thousands of men joining the armed forces every day, war industries found themselves seriously short of workers. Many married women were willing to take jobs in vital industries *if* some way could be found to care for their small children. The problem was solved when California cities established child care centers so that the mothers could go to work. The State helped pay the cost of their operation, with school districts actually running the centers. When the war ended, the need for the centers continued and so they were kept in operation.

In 1954 the Board of Education operated 25 such centers. Nine of them for children under 4 years, 9 months of age; seven for school-age children; and nine as combined centers for both nursery and school-age children. In centers where teachers are required, the Board of Education provides them, and all nonteaching personnel are civil service employees of the school system.

Not for All Parents

Just as the public housing projects you read about in Booklet IV are particularly for those with low incomes, so are the child care centers. In order



to qualify for the services of a center as of January, 1955, a parent who is the sole support of one child must have an income of less than $275 a month; two parents with one child are limited to an income of $330 a month. For each additional dependent child parents may earn up to $55 a month more and still be eligible to use a child care center.

Are there many families in these categories? Yes. In 1954 there were 1133 children enrolled in our centers. Six hundred and eighty-six parents were working mothers who were the sole support of their children; 242 of the families having children in the centers were those in which both parents were working.

Group Effort

The cost of operating our child care centers is a good example of teamwork in a democracy.

The State of California pays 45 per cent of the cost, the parents pay 35 per cent, and the school district pays the remaining 20 per cent.

There is considerable discussion among parents' groups and welfare workers over the question of whether the fees charged parents are too high. A working mother with a 9-year-old boy must pay $38.40 a month to keep him in a child care center while she is at work.

Is this too high? Some say it is, and point to the fact that enrollment at the centers is dropping, with parents giving "other care" as the reason for taking their children out of a center. The question is, what is this "other care"? Are they left with neighbors or left at home alone? Do the children suffer because their parents can't afford the excellent care provided by the child care centers?

It is a situation for which there is no ready answer.

Future Decision

One suggested solution is to lower the fees charged parents, with the State making up the difference by increasing State aid. Undoubtedly the matter will be a subject for serious thought and debate in forthcoming sessions of the State legislature. Undoubtedly there will be discussion of the *reasons* for having child care centers. Can you think of reasons yourself? One is public welfare. Another is economic.

Perhaps, right now in class, you can discuss these terms and their relation to child care centers.

KINDERGARTEN

Should you visit any one of the 362 kindergarten classes of our public school system you'd be impressed—impressed by the kindness of the teacher and by the eagerness and downright sweetness of her little 4- and 5-year-old boys and girls.

"Adjustment" and "readiness" are the terms most frequently heard when kindergarten teachers get together.

Their young charges are learning to make adjustments between home life and school life; they are learning how to study, to work, and to play as members of a group. They visit the school library, the office, the nurse's room, the cafeteria. They talk to the janitor, the cook, the nurse. They visit neighborhood parks and stores; they handle small coins and learn their value.

All these experiences and many others widen their interest and their vocabulary. They have something to think about and to talk about.

The Day Begins

At the day's beginning the children stand together as the flag is unfurled; they greet their teacher and classmates, welcome returning absentees. They participate together in simple news reports, such as naming the month, day, and the signs of seasonal changes.

Planning the day's work is a group activity. With their teacher the youngsters review the previous day's work, plan the day's center of interest, and work together in that activity. There is great variety in order that their interest may be maintained. All take part in the cleaning up process at the end of the work period and in the evaluation period—the time when they report to their teacher on what they did. This is a most interesting period to observe.

At mid-morning the kindergartners have milk and crackers. They sit at tables, each one in front of his own place card, and practice table manners and desirable eating habits. A rest period follows.

Recess in the kindergarten comes around every hour. Games are played independently or under the teacher's supervision. Personal needs are also taken care of at these times.

Below, learning good table manners is a part of the kindergarten youngsters' school experience.

Above, kindergarten children build for the Children's Art Show at the de Young Museum which is sponsored by the San Francisco News, the de Young Museum Society, and the school district.

Right, sharing with and helping each other is practiced in kindergarten.

Readiness Program

Following their rest period, the kindergartners spend the remainder of their day in music and rhythm, story telling and dramatization, and picture reading. Throughout all their activities these youngsters are undergoing what is called a "readiness" program. There are experiences which help them learn correct eye movements; learn how to concentrate; learn how to use simple numbers by counting in ball games, making change, and learning the symbols on the clock and calendar. They watch the teacher print names and titles. Although no formal writing is taught in the kindergarten, a few children may print and most are eager to start writing in the first grade.

Before the children leave school they discuss the day's experiences with the group and teacher. Some may suggest plans for the next day. Then they say good-bye to their teacher and to each other and start for home.

In San Francisco we have both morning and afternoon kindergartens, with some schools operating both. The kindergarten youngster's school day is approximately two and a half hours long.

German Experiment

The idea of a kindergarten, a school *before* the first grade, came to us from Germany. There in 1837 a German educator, Frederich Froebel, started the first kindergarten. A few years later German immigrants to the United States started kindergartens in this country.

Only 26 years after the first Froebel school was begun in Germany and eight years after the first kindergarten was started in the United States, California established one—right here in San Francisco. In 1863 a former Harvard professor, Charles Miel, and his wife, opened a kindergarten in their home at 41 South Park Avenue. In a few years three other kindergartens were operating in San Francisco.

What was the idea of the kindergarten? Said one writer, ". . . the school is designed specially for children from the age of three to six, who are gently led over the threshold of learning by the seductive charm of flowers, music, games, pictures, and curious objects."

Tar Flat, near Third Street between Harrison and Bryant Streets, in the late 1800's was the worst quarter of San Francisco—worse than the notorious Barbary Coast. A kindergarten was established there. It became a haven for little children. Visitors in large numbers came to see the transformation being wrought in the lives of the youngsters in the Tar Flat area.

Wrote Joaquin Miller: " 'What do you think of the kindergarten?' I asked a policeman I met in the vicinity of the place. (I remember the time when drunken men, brawling women and dissolute children made many policemen necessary.) He walked quietly down the street with me and said, after much praise and most favorable comment, 'If I could open plenty of kindergartens, I could almost shut up the penitentiary.' "

Not Public Schools

All the early kindergartens were private schools. Some of them were run by individual owners who charged tuition, others were operated as free schools by kindergarten associations.

Though kindergartens grew rapidly throughout the country, they were ignored for years by the public school boards of education. In California the reason for this was that State law did not permit enrollment of pupils in the public schools unless they were 6 years old. The kindergartens catered to those under 6.

In 1911 the law was changed, but San Francisco lagged behind other cities of the state in creating public kindergartens, possibly because of the number of free privately run schools here. By 1916 there were only 575 children in the public kindergartens, compared to 1760 in the private institutions,

This young man is one of the thousands of junior traffic patrolmen who protect crossings at 132 public and parochial schools in the city. A joint project of the schools and the Police Department, the School Safety Patrol is headed by Inspector Thomas B. Tracy of the Police Department.

Today the kindergarten is a large and vital part of our city's public school system with an enrollment of over 6,000.

ELEMENTARY SCHOOLS

It has been a long time since you were in elementary school.

True, you probably remember certain teachers, certain highlights of those days, but the details of your daily struggles to learn how to read, how to write, how to speak well, and how to do arithmetic have been forgotten. Forgotten, too, have been the hours and hours of patient and continuing work by your teachers in their battle against your ignorance—in their attempts to help you become civilized.

Now, you are a fairly well-adjusted young person, but don't forget that not so long ago you were undoubtedly at least once referred to by a sweet (and distracted) elementary school teacher as "a little devil."

What is the purpose of our elementary school system?

"To build a good educational background . . . to broaden the learning of the growing child . . ."—these are the broad aims.

State Requirement

More specifically, we may begin with the State law. It says "a minimum of 50 per cent of each school week must be devoted to reading, writing, language study, spelling, arithmetic, and civics." San Francisco's elementary school program exceeds this State requirement.

Left, one of the "three R's" holds everyone's attention. Top, time out for midmorning milk. Bottom, recess time makes for relaxation. Right, practice in word recognition in a first grade.

Our elementary schools have a daily program; they have an hour-by-hour plan; they strive to cover so much each day. But that is only part of the picture. The other part has to do with the needs of each individual child. Perhaps this one needs special help in spelling, or reading, or writing. One child may be especially shy; another overly aggressive. The elementary school teacher is quick to recognize the individual needs of her students and to take the steps necessary to help each one become well adjusted to his environment.

From the first grade through the sixth a portion of *each day* is devoted to reading, writing, language study, spelling, arithmetic, and social studies.

At the primary level (Grades 1, 2, and 3) teachers usually divide their classes into three groups for instruction in such subjects as reading and arithmetic. In other subjects, the class, group, or individual method is used. When the teacher is giving her time and attention to one group, she provides work for the rest of the class.

Daily Program

A day in the primary grades begins with honoring the flag by the pledge of allegiance. This is followed by a song, a poem, comments on the weather, or picture discussion. Next there are routine matters—health inspection, attendance, comments on special days and weeks, the checking of supplies, and the teacher's explanation of the plan for the day. Now comes the school "newspaper." Children exchange thoughts based on observation, select information to be composed into sentences and individual reports to the class.

Social studies takes up the next half hour. Activities vary from day to day. On some days the students may listen to the teacher read from selected books, or they may study maps, make reports, dramatize an historical event, or use auditory and visual aids.

Recess and supervised play are now in order, followed by the arithmetic period. There is practice in number facts through seeing, hearing, and saying.

Young America learns to work and sing together.

There are simple problems involving memorized number combinations. The last 45 minutes of the morning are devoted to reading—reading silently under the teacher's supervision, reading orally, or doing workbook lessons.

After lunch there is language. Pupils tell and write of experiences; talk about art expression; dramatize, compose stories together; learn simple language rules; and practice correct usage in both oral and written form. Twenty minutes of each day are spent on writing and spelling—individual work as well as group work. In midafternoon there is another recess, followed by a music program. At the end of the day (2:30 p.m.) the closing exercises consist of the reading of a poem or story, the singing of a song, comments on the day's accomplishments, and the furling of the flag.

For most of the primary grade children it has been a full and satisfying experience.

The elementary grades (Grades 4, 5, and 6) follow about the same daily schedule as do those at the primary level, with work "tailored" to fit the ages and abilities of the youngsters.

JUNIOR HIGHS

Can you remember your junior high school days?

Would you agree with the seventh grade students who comment that they like junior high school (better than elementary school) because they have special teachers for special subjects?

Educators do. Over 40 years ago the first junior high school in the United States was established. Was this recognition of a need for change the only purpose in building a junior high school? Of course not. There were other and more important reasons. History tells us so.

Education in a democracy must be an important topic of discussion. It

is now. It was at the beginning of the present century. College presidents like Charles Eliot of Harvard, said that we must improve instruction in the grade schools. He proposed a new school such as the junior high school. Psychologists had begun to study seriously for the first time the needs of adolescents. Their work led to the conclusion that a new school adapted to the interests and maturity of young adolescents was necessary. Sociologists reported that a majority of boys and girls were not finishing the eighth grade. Many suggested a new school to interest boys and girls in further education.

Gradual Process

All this did not happen at once. For 20 years these suggestions were being made, carefully studied and critically examined. These 20 years of thoughtful planning and deliberation gave birth to the first junior high school. The year: 1911.

In San Francisco our first junior high school was Horace Mann. We now have 13 junior high schools, with construction soon to begin on two more.

The day in the junior high school usually begins with the homeroom period. In many schools the students stay in the same homeroom class for all three years. In the homeroom, students of varying abilities and backgrounds learn to work and plan cooperatively. The youngsters who some day will be scientists and doctors work with other youngsters of lesser academic ability but of equally fine character. Together they learn the mutual respect so necessary in order that a democracy may continue strong.

The homeroom teacher feels directly responsible for the progress of his students in their school work and in their relations with others. He guides them in their study habits and assists them in their behavior.

In all these efforts he is aided by the student's counselor. The counselor has an important role in assisting boys and girls in their work in junior high school. He gives tests which help to disclose the academic strengths and weaknesses in the work of his counselees. He helps

These young San Franciscans at Everett Junior High School are representative of the 15,000 pupils who troop to the city's fourteen junior high schools each morning.

Left, junior high students study drama through puppetry. Right, a representative group in a junior high language arts class.

the students to interpret these test results. He is an adviser to whom they may turn when they need help. He is vitally concerned that his counselees make a good social as well as a good academic adjustment.

In all three grades—seventh, eighth, and ninth—all students take English, social studies, physical education, and arithmetic. Some students take algebra or business training instead of arithmetic in the ninth grade. This emphasis on the basic skills was one of the main purposes in founding the junior high school. It has not been forgotten.

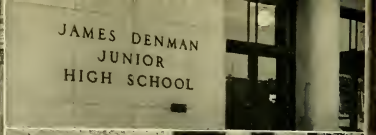
That man doesn't live by bread alone we find clearly recognized in the junior high school program. Art and music are taken by all students in the seventh grade. In this way students discover and develop interests. Talents are uncovered and trained. An appreciation of the beauty of life is given breadth and depth.

Seventh grade girls take homemaking. This is more than just sewing or cooking. It is a course designed to introduce girls to the art of homemaking. It stresses not how to make a living but how to live well.

Seventh grade boys are enrolled in shop courses. These general or multiple-purpose shops give boys an appreciation of work of the skilled craftsmen in our society. In these classes vocational interests and aptitudes may be revealed. Frequently boys develop leisure time activities in these classes.

In the eighth grade another required course, general science, is added. General science offers a brief introduction to the fields of science. Students learn of occupational opportunities in science. They discuss the training and background required of a scientist. In these classes, science is related to everyday life. An appreciation of the great technical achievement of our country is gained by the students.

In the eighth grade a variety of electives affords the students an opportunity to explore various fields of learning. They may choose to continue to



Left, Benjamin Franklin Junior High School, Scott and Geary Streets. Center, Portola Junior High School, Girard Street near Bacon Street. Top right, James Denman Junior High School, Otsego and Delano Avenues. Lower right, Roosevelt Junior High School, Arguello Boulevard near Geary Street.

develop previously acquired skills in band, art, or orchestra. They may choose a new field in which to try their skill, such as dramatics, mechanical drawing, or printing.

In the ninth grade the students take algebra, general mathematics, or business training. They may choose among the other electives according to their present needs and future plans. This choice is usually the result of careful counseling on the part of the school staff and parental approval. Students wishing to begin preparation for the universities often select a foreign language. Students who have not yet decided on their life work have the opportunity to explore their vocational interests and aptitudes further in other fields, such as machine shop, printing, or public speaking.

In addition junior high schools offer their students participation in a wide variety of student activities. These include dances, student government, assemblies, intramural games at noon, elections, after school games, book committees, and clubs of all types—photography, science, writing among others. This wide variety is offered in order to serve youngsters of quite different interests and abilities. That they are student activities offered in addition to the regular classwork does not mean that they are unimportant. They perform an important task in developing a wholesome attitude in boys and girls and provide rewarding experiences which encourage student initiative and individual responsibility.

This is the junior high school program. A good program, unlike Topsy, doesn't just grow. It must have as its foundation sound principles of psychology and education. It is designed to achieve certain purposes. Your junior high school through its program attempts:

To make easier the change from being controlled by one teacher all day to accepting responsibility for one's own behavior. Student leadership and responsibility in accord with maturity is encouraged.

To have learning experiences which will enable the students to explore interests and aptitudes—intellectual, social, and cultural.

To offer facilities and personnel who will assist the students in their academic and social adjustment.

To provide students with opportunities to develop social abilities in meeting and dealing with each other in groups.

To continue the development of skills in basic school subjects and to provide situations in which these skills may be used in a realistic and meaningful way.

Top, Marina Junior High School, Fillmore and Bay Streets. Center, Aptos Junior High School, Upland Drive and Aptos Avenue. Bottom, Horace Mann Junior High School, Twenty-third and Valencia Sts.

Left, panel discussion in a junior high school English class. Center, how to use the school library is learned early in junior high school. Right, map study in a junior high school Social Studies class.

SENIOR HIGHS

Up to now you've been going to school for 11 or 12 years.

You are one of the 32 million young Americans who are in the public schools of the United States. In California you are one among two and a half million, and in our own city, if we count those in adult classes, you are one in 167,000. In fact, 21 per cent of the total population of San Francisco is enrolled in one or another of our public schools.

Your high school of 1954 is vastly different from San Francisco's first public high school that was started at Fifth and Mission Streets in 1856. It is different in entrance requirements, different in the number of courses offered, different in the preparation that is required of its teachers, different in the physical facilities of its plant, different in the amount of money the community spends on its operation.

There are sound reasons for these differences.

A hundred years ago there were only a few thousand students in the high schools of the nation, and nearly all of them were in high school for one purpose—preparation for college. And the high school course of study was organized for this purpose only. It consisted mainly of mathematics, ancient languages, and classical literature.

After 1890 just about every elementary school graduate in the country seemed to want to go on to high school.

While the population of the United States increased 159 per cent between 1890 and 1915, the number of high school students increased by 654 per cent! Yet this tremendous increase in a 25-year period is dwarfed if we look at the figures for the 60-year period between 1890 and 1950. The number of youths of high school age increased by 60 per cent, but high school enrollment shot up 1600 per cent!

With this increased enrollment there has been an inevitable increase in individual differences—a greater variation in abilities, in interests, in background, and in vocational plans.

Years ago nearly all of San Francisco's high school graduates went on to college. Today about 42 per cent are college-bound.

Changed Pattern

What has this meant? It has meant that the high school course of study has had to be modified to provide for *all* the students—for those who are college bound—for those who are going to work in offices immediately after graduation—for those who are going directly into industry.

Yet, in some ways, your school is much like our first high school. The *reason* for high school is still the same: to give you enough education so that you will understand public issues and will participate actively in your government—to prepare you for your responsibilities in helping to make democracy work and work better.

As in our first high school, the "3 R's" still form the basis of the high school program. Much time is still devoted to mathematics, reading, and writing. The college preparatory student is still governed by the entrance requirements of the university or college of his choice.

Yet, through the years we have broadened our understanding of what education means. Today we have got beyond the "pour it in and pour it out" method of learning by memorizing answers to teachers' questions. We realize now that education is preparation for living, that it goes on all through life, and that it takes in a great deal more than formal schooling.

Base Broadened

Educators refer to this "new look" in education as "flexibility for exploratory work in a special-interest field," "enrichment of the curriculum," "opportunity to attain proficiency in a specialized field," or something similar. To you it means that in addition to obtaining a basic educational foundation, you are allowed a wide choice of elective subjects.

You are, of course, aware that "elective" does not necessarily mean following the line of least resistance by taking snap courses. A subject that is an elective for one student may be required for another with a different goal. For example, typing is required in a business education course, but is an elective for the college preparatory student.

After-Graduation Goals

While our San Francisco public high schools meet all the subject requirements

Top, Senior Goals students discuss after-graduation possibilities. Center, discussion groups are frequently used in high schools to crystallize ideas. Bottom, it's nearing deadline time for the staff of one of San Francisco's high school newspapers.

Left, using a tape recorder, high school students learn voice modulation. Center, drama experience is a planned part of the curriculum in both junior and senior high schools. Right, as always, class work consumes most of the students' time.

set up by state law, they also gear their program so that, regardless of abilities and interests, each student is prepared for his after-graduation goal.

Are you planning a college career? Every San Francisco high school offers the required college preparatory courses. And the universities themselves report that San Francisco public high school graduates consistently do outstanding work in college.

Perhaps you will work in an office after graduation. A great variety of courses is offered in the field of business education. Each year civil service employment officers and personnel directors of local concerns are eager to hire our business education graduates.

Are you going into industry? You may then work in industrial arts as a special interest field. Your work in this field is not intended for intensive training preparatory to employment; there is a *post*-graduation public trade school to fit you for immediate employment in the industry of your choice.

Count Your Blessings

Should a graduate of San Francisco's first high school visit *your* high school he would be amazed—amazed at the facilities that you take pretty much for granted, but that were unthought of in the 1850's.

He would marvel at the great number of courses offered, at the library, the variety of textbooks, the athletic program, the counseling system, visual aids the completeness of the science laboratories, the system of student government, the social activities.

Undoubtedly, he would consider you a very lucky young person.

Do you think of yourself that way?

You should.

Somebody, many somebodies, put up the money for this building, for its equipment and maintenance, for your books, for the salaries of the teachers and others on the school staff. All this and the hundred and one other expenses of operating a public school system were paid for by the taxpayers of San Francisco and of California, who have invested part of their hard-earned

money in your education. Some of these taxpayers don't even have any children of their own, yet they, too, pay their share toward your education.

Why do they do it? Why do they provide you with this opportunity?

Your Obligation

They do it because they are making an investment—an investment in you and in America. And, just as they expect a *return* from an investment in stocks and bonds, so they expect a *return* from their investment in you.

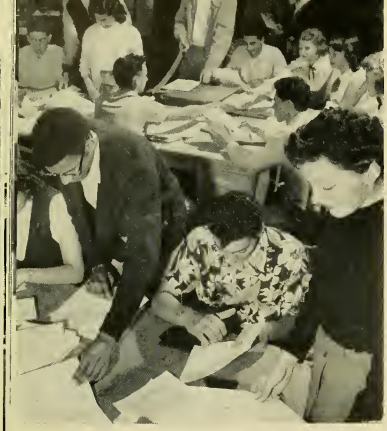
The investment the citizens have made in you is large. However, the *return* that is expected from the expenditure of this tremendous sum is *not* measured in terms of money, but in terms of something else.

It is this: that your generation will be better prepared to hold jobs, to operate efficiently as citizens, to lead lives rich in experience, and to guide our country toward the high destiny envisioned by the Founding Fathers of the United States.

A big order? Yes. Attainable? Yes.

It is up to you.

Junior and senior high schools' libraries are busy places every period of the day.



A busy time for a high school yearbook staff.

Things to Discuss:

1. With the enforcement of the compulsory education law it has been necessary for the high schools to broaden their curriculum. Why?

2. What is your definition of an "elective" course?

3. People who have no children of their own pay taxes to support the public schools, yet few of them complain. Why not?

4. Should child care centers be supported entirely by taxes? Explain your answer.

5. It has been suggested that those attending summer school be charged tuition sufficient to pay the cost of operating the school. What do you think?

6. High school industrial arts courses are *not* for the purpose of making a student into a skilled workman. Why can't they be?

7. Good citizenship is more than just obeying the laws. Suggest some of the measures of good citizenship.

CHAPTER THREE

More Opportunities

CITY COLLEGE

Each year more and more graduating high school seniors are saying, "I'm going to City."

They are, of course, referring to City College of San Francisco, one of the fastest growing colleges in the country and one of the youngest—only 19 years old.

In 1954 a two and a half million dollar classroom and library building, Cloud Hall, was dedicated. It was named in honor of the school's first president and one of its most zealous champions, Archibald J. Cloud. This building, together with the 60-acre campus in Balboa Park; the $750,000 student union; and plans for other structures, all point to the amazing growth of City College.

The picture wasn't always so bright.

When it was originally proposed that the Board of Education establish a junior college, there was much opposition to the idea. Many argued that such an institution would be "unnecessarily duplicating higher education facilities" already in existence. Others urged that the money allotted for the college be used to build more elementary schools.

After careful deliberation, however, the Board of Education authorized the creation of the college in 1935 as an integral part of the San Francisco Unified School District.

But it was a college without a campus.

Classes were held in the University of California Extension building, at Galileo High School, in auditoriums, public buildings, rented rooms, even playgrounds. For several years, the thousands of students enrolled at "j.c." had to traipse all over the city—classes were held in 28 different locations.

Says the inscription over the entrance to City College's administration building, "The Truth Shall Make You Free."

A Home at Last

Finally the college got some land of its own. The Board of Education purchased 19 acres in Balboa Park from the Recration and Park Commission in 1937; and three years later the college moved into its first building, the familiar silver-domed Science Building atop a knoll at Ocean and Phelan Avenues. More land was purchased in 1943, and by 1946 there were 6,000 students enrolled. In that year the college fell heir to the Navy's WAVE barracks and quonset huts. Already these are being replaced by permanent structures.

Wide Offerings

City College of San Francisco (its name since 1947) is actually four colleges in one.

There are two-year semiprofessional courses for those who wish to acquire specific skills leading to employment in industry and business. There are courses equal in subject matter and standards to the first two years of any university. There are general college courses; and there are accelerated high school courses for those who wish to make up deficiences in such subjects and for those adult non-high-school graduates who are working toward a high school diploma. Graduates of the City College are granted an Associate in Arts degree.

Semiprofessional Courses

Perhaps the best-known of the semiprofessional courses is the hotel and restaurant program. It has many times won national recognition. Satisfactory completion of this two-year course fits a student for employment in hotels, restaurant, clubs, food companies, bakeries, and the food divisions of airlines, railroads, and steamship companies. An important part of this program consists of on-the-job training and of lectures by leaders in this field. The placement office of the college has little difficulty in finding positions for graduates of the hotel and restaurant program.

Other semiprofessional courses offered by the City College include business education, technical engineering, horticulture, lithography, law enforcement, paint technology, photography, and advertising and commercial art.

Semiprofessional training programs at City College lead directly to jobs. The intricacies of lighting are but one of the techniques that must be mastered in photography.

This student of floriculture is working at the seed bench in the College's greenhouse.

Behind the scenes in the Hotel and Restaurant Division at City College. Their training program in this field is considered one of the best in the country.

About fifty-five per cent of the City College enrollment is in these semiprofessional courses. The business and industrial life of San Francisco has been enriched by the young people who graduated from these well-planned courses.

Criminology students at City College learn the fine points of accident investigation from a San Francisco Police Department inspector.

City College students glazing ceramics in their workshop.

University Courses

These academic courses parallel those offered in the first two years of a four-year university. A student enrolled in this division of the City College may complete his first two years of university work and then transfer to the upper division of a university if his grades in the required number of units qualify him for entrance.

General College Courses

Courses in this division are for those who wish two years of a general college education. Courses are offered in art, science, English, floriculture, foreign languages, home economics, music, nursing, political science, psychology, radio and television broadcasting, and speech and drama.

High School Subjects

You graduate from a San Francisco high school. You want to go on to a four-year college or university, but you don't have the required grades on all the subjects required for entrance. City College can help you.

Accelerated college preparatory courses are provided for high school graduates in such subjects as English, speech, mathematics, science, and foreign languages. But, warns the college bulletin, ". . . much time will be saved and disappointment avoided if the student whose high school record has been mediocre undertakes a *diligent* review of preparatory subjects in the first semester of college."

Advantages

City College offers several advantages that should not be overlooked by the high school graduate. There is a wide choice of courses, equal in scope and content to the first two years of any four-year college or university. The College is close to home, a fact which means a real saving in transportation and living costs. The classes are small—a student does not have to begin his college career submerged in classes containing hundreds, even thousands, of others.

These distinct advantages of City College, combined with the excellence of its academic courses, make it an important unit in the educational system of our community.

Meeting a Sustained Demand

This, in brief, is the story of City College of San Francisco, a part of your public school system—a tax-supported, tuition-free, two-year institution of higher learning for the residents of San Francisco.

It is currently serving some 4,000 full-time and 1,200 part-time students. It prepares for specific jobs in business and industry. It offers two years of exploration in general college-level courses. It prepares students for admission to junior standing in any four-year college or university. And, it offers a "second chance" to those high school graduates who want a college education.

It is in every sense a college of and for the community that is San Francisco.

VOCATIONAL EDUCATION

A waiting list for every course. That's the way it is at one of San Francisco's public schools.

The school is the John A. O'Connell Trade and Technical Institute, located in a bright and sparkling four-story building at Twenty-first and Harrison Streets. And the reason why so many young people and adults are knocking at the door of John A. O'Connell is that it offers courses leading directly to paychecks.

John A. O'Connell is actually several schools in one.

It is a three-year high school offering vocational and educational opportunities to youth; it is a technical school for adults who are preparing for a particular trade or who wish specific technical training; and it is a school for vocationally minded sophomores, juniors, and seniors who wish to speed up their technical training while completing all the other requirements for a high school diploma. Academic classes are geared to help the student in his technical courses. A special course deals with job problems, labor laws, and employee-employer relationships.

Thousands of young San Franciscans know this entrance. Through it they passed to enroll in City College.

The school has an active social and athletic calendar, with many intramural teams. Recently John A. O'Connell joined the Academic Athletic Association in basketball and football. The student council of the student body government consists of representatives chosen by each shop, rather than by classes.

Community Service

Perhaps the most unique feature of John A. O'Connell Trade and Technical Institute is its place as a vital community enterprise. This results from the fact that every technical course has been devised for a particular occupation —planned this way through the united efforts of educators, labor, and management. The result? A close bond between the school system and labor and management. Many courses are so thorough that trade apprenticeship committees accept O'Connell training completely, counting each hour in class as equal to an hour of apprentice time on the job.

Most of the courses in technical subjects are two years in length. They include aircraft engines and maintenance, welding, machine shop, trade drafting, auto and diesel mechanics, cabinet making, radio and television, industrial electricity, millinery, power sewing, commercial art, sheet metal, shoe repair, and watch repair.

In a number of the courses a job is waiting for *every* person completing them.

More Vocational Experiences

The fine school at Twenty-first and Harrison Streets is an illustration of what your school system is doing in the field of vocational education, but it is only *one* illustration.

When your high school principal hands out the diplomas on graduation day, that event will mark the end of full-time school for about 40 per cent of your class. While 5 per cent will immediately enter the Armed Forces, the remaining 35 per cent will seek jobs in business and industry.

What did our public school system do to prepare them to hold a job?

Many things.

Remember your junior high school? It had "exploratory" courses. Boys "tried their hands" at woodshop, metal shop, machine shop, and printing; girls at homemaking occupations.

At six of our seven senior high schools, additional vocational opportunities were offered. You could have chosen a commercial major in secretarial practice, general business, bookkeeping, and sales. Or you could have specialized in industrial arts—radio, electricity, woodshop, machine shop, or auto mechanics.

All high school industrial arts courses had as one of their important purposes the acquainting of students with the various trades. They were *not* aimed at making a student into a skilled workman—that comes later through on-the-job training; through advanced technical training such as is offered

This ultramodern building is the John A. O'Connell Trade and Technical Institute at Twenty-first and Harrison Streets.

at O'Connell and its maritime branch at the Sailors Union of the Pacific; or by a combination of both.

Your Decision

Now, here you are about to graduate.

The school system of your city has done its best to equip you with the skills needed for success in college, in business, in industry. It has attempted to develop in each of you those attitudes that will make possible a useful, happy, stimulating life for you as a citizen of San Francisco, the place where most of you will spend the rest of your lives.

How well you use those skills, how well you measure up to the standards of good citizenship is up to you.

ADULT EDUCATION

Most of you have been to Chinatown at one time or another.

Most of you have noticed the inscription beneath the clock of Old St. Mary's Church, "Son, observe the time and fly from evil."

But have you ever noticed the door on the Grant Avenue side of the church leading to the basement meeting room of the Paulist Fathers? There in that room nearly one hundred years ago was started the first evening school in

California. There in August, 1856, were assembled "lads and young men who were . . . employed during the day . . . and who did not know how to read."

To fill this community need, John Swett formed a class to teach reading. Soon other classes were formed in bookkeeping, mechanical drawing, and, for Italians and Chinese, a class in speaking English. At first the school was ungraded, but this condition was found to be unsatisfactory, and within a short time three schools were opened—one for foreigners learning the rudiments of English, one for young people, and one for adults. By 1867 there was "one class for females in the Girls High School." In 1870 the evening schools were made a "permanent part of the San Francisco School System."

The little basement school in Old St. Mary's was established to meet some of the educational needs and desires of San Franciscans of 1856.

Today our four adult schools have the same purpose—to meet the educational needs and desires of present-day San Franciscans, nearly 65,000 of them.

Flexibility is the key to the usefulness of our adult education program. Each year classes are dropped because they are no longer needed; each year new classes are started to fill a new need.

One group wants instruction in a foreign language not usually taught; another comprises labor leaders who wish instruction in conducting a meeting; still another group wants a course in parent education, or vocational nursing, or millinery, or radio script preparation. The list could go on and on.

And, it all emphasizes an important fact.

The adult education program of the San Francisco Public Schools is truly a community enterprise. If a group in the community feels the need for a worth-while educational service, the school system provides it.

A big part of the adult education program is devoted to Americanization and citizenship classes. They account for nearly one fourth the total enrollment. The purpose of these classes is to prepare the foreign-born for citizenship—and, incidentally, for the examination for naturalization.

Today Americanization classes are overflowing because of the influx of foreign brides of American servicemen and a change in the naturalization law that permits citizenship for foreign-born Chinese and Japanese.

These classes should make us proud of our country. While we, through the good fortune of being born in the United States, are automatically citizens, here are people who are striving for the privilege of being able to say, "I am an American." The Americanization classes provide a direct route along which their students travel toward the goal—American citizenship.

The United States Office of Immigration and Naturalization permits the San Francisco public schools to certify an Americanization class student's readiness for citizenship. This frees him from having to pass an examination in the Federal Court. In 1954 there were 69 teachers engaged in Americanization teaching, and 4165 students completed the course. When you think of adult schools do you think of "night" schools? If you do, you'll be surprised to learn that 60 per cent of all adults enrolled in the adult program are attending *day* school.

Benjamin Franklin Day Adult School at 750 Eddy Street offers courses in elementary, secondary, and advanced subjects. Open five days a week from 8 a.m. to 5 p.m., Benjamin Franklin provides academic courses leading to a high school diploma, as well as a great variety of business and commercial instruction. Other day classes are available at Galileo, Mission, and Marina.

While thousands of San Franciscans are gathered around their television and radio sets each night, other thousands (65,000 in 1954) are trooping off to "adult" school. Some go to the big adult centers located at Mission High School, others to Galileo High, still others to Marina High. But these aren't the only destinations of those taking advantage of the free instruction provided at night by the public school system. The Adult Division of the school district conducts classes in 175 different locations throughout the city. Classes are held at Polytechnic, Balboa, George Washington, Portola, and in other public buildings.

"Son, observe the time and fly from evil."

Why do people go to adult school? Ambition is one reason. They want to prepare themselves for better jobs or to advance in their present positions. A girl wishes stenographic training so she may qualify for a civil service job; a man wants to learn upholstery; this person wishes to qualify as a glovemaker, or a bookkeeper, typist, business machine operator, blueprint reader, or photographer.

Another reason for attending adult evening school may be what is called enrichment. People want to make their lives more interesting for themselves and for others. They want to learn new things; to improve themselves; to become more useful citizens. The adult program offers a wide field of subjects for these people.

Under the general title of homemaking, there are classes in gardening, food preparation, dressmaking, interior decorating, millinery, home management, and drapery-making. In cooperation with the Parent-Teacher Association, the Adult Division of the public school system conducts special classes for parents. Nearly 600 are enrolled in classes dealing with the many phases of family life. Special classes have been established for parents of deaf children, of spastic children, and for others who have children who are physically handicapped.

Foreign languages are popular. Courses are offered in ten languages, with conversational Spanish for would-be travelers by far the most heavily patronized.

The art program covers many different subjects. Suffice it to say here that the most popular is ceramics. Twelve different teachers work in a dozen different locations from 9 a.m. to 11 p.m.

In the field of industrial arts, emphasis in the Adult Division is not on trade training, but on do-it-yourself instruction. There are classes in wood-

Classes like this one in office practice account for twenty per cent of the enrollment in adult school classes.

shop, cabinet-making, auto shop, radio shop, and machine shop. Mechanical drawing and drafting are also offered.

A citizen who is physically handicapped is still a citizen. And, because the public schools are for all people, these citizens are not neglected. Educational opportunity is provided for the physically handicapped by the adult program of the school system. There are classes in lip-reading and Braille, and special training for spastics, for the mentally retarded, for victims of industrial accidents, and for those suffering from cerebral palsy and tuberculosis.

Classes are operated for bed patients and those confined to the mental wards at Letterman General Hospital and at Fort Miley. Many of the disabled have been able to secure high school diplomas through courses taken from the Adult Division of the school system.

The reading of this section has probably impressed you with the great variety of educational opportunities offered to adults by the public school system, yet, this is only a brief description. The complete report on the work of the Adult Division fills nearly 60 pages.

Does our public school system's responsibility end when a boy or girl leaves full-time school? No. San Francisco's adult program is proof that it does not.

Did a person miss or fail a course in regular school? The adult program offers him a "second chance." Is a person physically handicapped? Through the adult program he may

Vocational nursing is a recognized career. Here students in adult school practice the required techniques.

equip himself with vocational skills that will help him to become self-supporting. Does a person wish to enrich his life with excursions into new fields of learning? Many choices are available through the adult education program.

There is but one limitation in San Francisco to continuing your education after regular school—the ambition, the desire to improve yourself.

VETERANS' COUNSELING

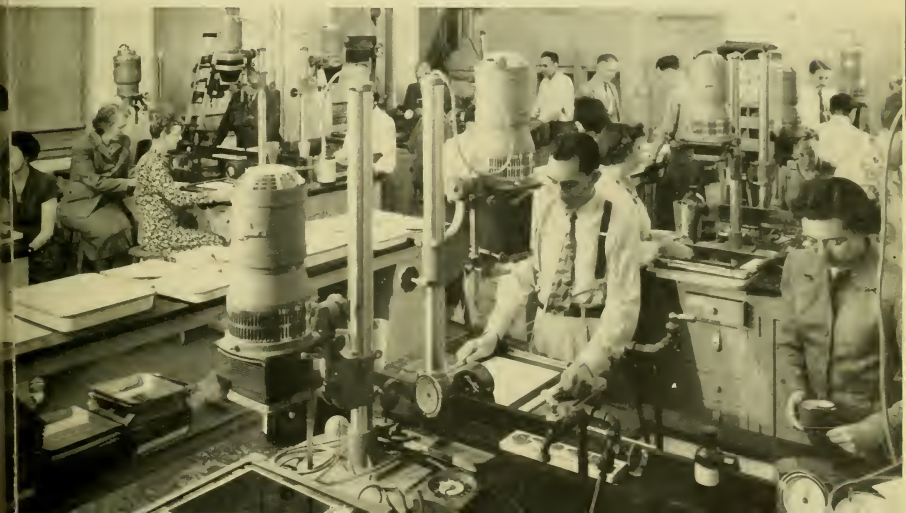
Since 1946 more than 40,000 veterans of World War II and of the Korean War have received special service from the Veterans' Guidance Center of the public schools.

Two agencies work together as partners in providing this service. They are the San Francisco Unified School District and the Veterans' Administration of the United States government. Chief of the Guidance Center is a representative of the Veterans' Administration; all others are employees of the school district.

One of the important services of the Veterans' Guidance Center is counseling and vocational rehabilitation of the disabled veterans. This work includes planning an educational program for the veteran and help in finding him a job.

Other services to veterans include the administering of tests to determine eligibility for the high school diploma; assistance in getting on-the-job training; advice and assistance for those who wish to use the educational opportunities of the G. I. Bill of Rights; and research in vocational and other educational fields as they relate to veterans.

Learning beyond the work-a-day world. These San Franciscans have chosen photography as an avocation and spend several of their evening hours perfecting their techniques. Our adult schools offer hundreds of vocational and avocational courses.



A science class and a history class in adult school. College preparatory courses are offered in both day and evening adult schools.

Things to Discuss:

1. One of the early arguments against the establishment of City College was that it would be "duplication of higher education facilities." Is that argument valid today? Give reasons for your answer.

2. Courses in high school subjects are offered at City College. Should they be? Why?

3. John A. O'Connell Trade and Technical Institute works closely with labor and business leaders. Why is this a desirable practice?

4. Why is it essential that the adult education program be flexible, be able to drop or add courses quickly.

5. Why do you suppose a naturalized citizen feels so much pride in his citizenship?

6. There is no compulsory school law for adult school, yet thousands attend. Suggest some reasons why.

CHAPTER FOUR

Special Services

DEPARTMENT OF CHILD WELFARE

There are many rooms in the Board of Education building on Van Ness Avenue, but one of them has a particular meaning for hundreds of elementary school children.

It is labeled the Green Room, but those who use it call it the Playroom. Within its pastel green walls are toys, paints, clay, blocks, checkerboards, and so on. It might be in any home, yet here it is at the Board of Education. Why? Because this is a playroom of a special sort, a playroom with a very wonderful purpose.

That purpose is to help unhappy, mixed-up elementary school youngsters solve their problems with the help of a specially trained, understanding adult. You can't see them, but this particular room is filled with troubles—filled with troubles that were left there by its young visitors.

Nine-year-old Bobby used to steal, used to get into fights with nearly everybody in the schoolyard, used to make life miserable for his brothers, sisters, parents, and teachers. But no more. He's a Green Room graduate.

Seven-year-old Paul felt out-of-step in school. He was shy, withdrawn; he wept every day when he had to leave his mother for school. After many sessions in the Green Room, Paul is now back in school and is getting along with his teacher and classmates.

Meeting Needs

Not all the problems of disturbed elementary school children are as satisfactorily solved by the Department of Child Welfare of the school system as were those of Bobby and Paul, but these cases point up the value of and the need for such services.

The Department of Child Welfare is headed by a coordinator appointed by the Board of Education on the recommendation of the superintendent of

schools. His job is both difficult and interesting because of the great variety of work assigned to his department.

He is responsible for the operation of the Bureau of Attendance, the Child Guidance Services, the counseling and guidance service, schools and classes for the physically handicapped, training of retarded children, and Juvenile Court school and classes.

In addition, the coordinator of the Department of Child Welfare is responsible for the operation of the job placement service in the public schools in cooperation with the State Department of Employment.

Why do we include all these special services under the general heading of Counseling and Guidance? The answer is fairly obvious.

Whenever large groups of people are brought together as they are in schools, some of them will find difficulty in adjusting to the regulations and procedures required for orderly progress in their studies. In the large, busy organization of a school, help is provided for mild cases of disturbance and maladjustment, but when such cases become aggravated special help is required.

COUNSELING AND GUIDANCE SERVICE

In helping the thousands of students in our schools adjust to the behavior required for success in school, the initial steps are made by a staff of counselors.

Counseling service is provided in every public school in San Francisco.

Their basic work is to help you in planning your school program and in selecting your vocation. They try to get to know all about you, including information on your test scores, on your interests and abilities, and on the desires your family have for you, so that they as counselors can do the routine work of helping you plan. They are also available for private conferences with you as the small crises arise in your school life. Most of the school problems occurring in the lives of students are solved at the school level.

This little girl is being given an individual test by a psychometrist. Results of the test will be used to plan the child's school program.

These students are being tested for manual dexterity. Called a "pegboard" examination, it is used as a part of vocational planning.

But sometimes even the specially trained staff in each individual school finds that it may not have enough of the special skills required or even enough of the time necessary to help students and their parents with aggravated problems.

This was true of Bobby and Paul whom you have read about.

They and their families obtained help from the Child Guidance Service of the Department of Child Welfare. It is this service that provides special consultation for school counselors who need assistance with problems in the schools. Frequently children such as Bobby and Paul are directed to the Child Guidance Service.

The purpose of this service is to help any child whose behavior deviates from normal to such an extent that it causes concern to himself, his parents, or his teacher, and interferes with his program in school. Child Guidance Service consists of a staff of highly trained psychometrists, psychologists, and social workers who maintain close working relations with all community agencies designed to help children who are in trouble. Psychiatrists serve the Child Guidance Services staff in an advisory capacity.

Schools Different Today

Why must those who fail to adjust be helped?

Here, too, the answer is clear, By law all youths up to the age of 18 are required to attend school. This was not true 40 or 50 years ago. You read in Chapter 1 that in earlier years high schools offered one program, one kind of behavior was expected, and the after-graduation plans were similar for most of the pupils. Those who did not like school or could not succeed in the single curriculum offered were free to drop out and go to work.

But when all the children up to 18 years of age must remain in school, a great variety of subjects must be provided, and guidance must be available to see that each pupil takes the program most suitable for him.

A junior high school counselor helps a young man to plan his school program. Counselors are on duty at all the junior and senior high schools of the city.

THE MENTALLY RETARDED

In jest we sometimes imply to our friends that they are mentally retarded. But, suppose it were really true? A little serious thought will lead you to but one conclusion—it would be no joke.

Every big city school system has a number of retarded youngsters. The first thing to do is to find out in what way they are retarded. Perhaps some of them are simply slow learners—youngsters who need help so that their learning ability may be increased. Others may be so severely retarded mentally that they are not educable in the ordinary sense.

San Francisco's public school system is providing special help for both groups. For slow learners there are special classes in the regular schools in which students are painstakingly assisted in overcoming or minimizing their difficulties. One hundred and ten of our teachers, specially trained, are working with mentally retarded youngsters in our regular schools.

Severe Cases

Suppose that the simple technique of using buttons and zippers, tying shoes, sweeping the floor, and spreading butter on bread were all difficult to learn and equally difficult to remember? There are children in San Francisco who are faced with such problems. They are the severely mentally retarded.

Years ago children who were severely mentally retarded were locked away in dreary institutions and all but forgotten.

Today a much more enlightened viewpoint is in force. Today the effort is to train them so that they may fit into their homes and the community as well as possible, with full recognition of their limitations.

Today San Francisco has a special school for severely mentally retarded children. It is the Louise Lombard School at Hayes and Pierce Streets. The school is named for a San Francisco teacher who started the educational program for mentally retarded in our city.

Louise Lombard School conducts a planned program for training in self-care. It teaches these children to play together, to share their games and toys, and to be of assistance at home. There is training in sewing, gardening, and the use of common tools. Reading, writing, and number work is taught. And, as these children often have poor coordination, games, musical activities, and crafts are stressed.

Louise Lombard School where kindness, patience, and a planned self-help program brings hope to severely mentally retarded children.

Teachers for Louise Lombard School are selected with great care. A tremendous amount of patience, kindness, and understanding is vital for a teacher of severely mentally retarded children.

Should you think of yourself as a soft-hearted person, don't visit Louise Lombard School. Your heart will be broken by what you see.

HELPING THEM TO HELP THEMSELVES

Where is the busiest taxicab spot in the City? The Southern Pacific Station? The Key System terminal? The Greyhound depot? One of the big hotels?

No. The busiest single cab spot in San Francisco is in the Mission District on Florida Street, between Twenty-fifth and Twenty-sixth Streets. Every morning five days a week 25 taxicabs roll into an arched driveway and unload 180 young fares—the students of Sunshine School.

Sunshine is something special in schools. All students arrive in taxicabs, the drivers of which are just about the kindest men you can imagine. Since all of these students are crippled, each one is a special case, and each needs special care and instruction from the staff of 25 devoted teachers.

Should you stand in the doorway of Sunshine School some morning as the student arrive, you would be affected in two ways.

Sympathy and Satisfaction

You would be saddened. You would see children ranging from preschool age to the eighth-grade level wearing all kinds of grotesque braces, bravely walking from the cabs to their classrooms. You would see others gently lifted into wheel chairs by the cabdrivers and orderlies. You would see youngsters wearing football helmets to protect them because they fall down easily.

But you would feel proud, too. Proud of your city because it provides educational and health services for these handicapped children so that they may adjust to their handicaps or overcome them. The idea, the dream of a school such as Sunshine began in the local Rotary Club. Enthusiastic support was forthcoming from the Parent-Teacher Association, the County Medical Society, and the Board of Education. San Francisco's citizens voted to spend some of their tax money on the project; and the dream, Sunshine School, became a reality in 1937.

Sunshine is really two schools in one.

There is the orthopedic division which provides occupational therapy and physiotherapy for the crippled children. They learn to do things—self-care, dressing, weaving, sewing, woodwork. They learn the fundamentals, too—reading, writing, arithmetic, science, and social studies. In accordance with individual difficulties, the school's program is carefully geared to fit each child. The children are given treatments which help to reduce or overcome their crippled conditions. Youngsters who can't walk on land *can* walk in water because of its buoyancy; so there is a pool in the school for such training. This orthopedic division of Sunshine School consists of 13 classes.

The health division of Sunshine comprises seven classes. These are for children with arrested tuberculosis, weak hearts, anemia, diabetes, asthma, or a general "under par" condition. As in the orthopedic division, the work moves at a slower pace, with a daily rest period and specially prepared meals.

There are two dining rooms at Sunshine School—one for the crippled children, another for the health classes. Menus for the health classes are planned

The dream that became a reality. This is Sunshine Orthopedic School on Florida Street in the Mission. It is the only public school in the city with a swimming pool.

by the dietitian at San Francisco Hospital, with the Department of Public Health supplying the food. The meals are prepared and served by the school kitchens. The entire school plant must meet all the sanitary standards of a hospital. Periodic physical examinations are available for children who do not have the services of a private physician, and part-time nursing and dental care are also offered.

Victory Has Many Meanings

School spirit at Sunshine School?

Yes, and in abundant quantities. They have no athletic teams to support, to cheer on to victory—they have each other. Disabilities have brought them together. The stronger help the weaker. They are kind, considerate, thoughtful, patient. Victory for them is not on the gridiron, the diamond—victory is to walk a little better, to move a hand that couldn't be moved before, to stand without a brace, to breathe more freely. And they have a big cheering section—their classmates, their teachers, their nurses, and their cabdrivers.

COUNT YOUR BLESSINGS

We sometimes forget our simple good fortunes—like being able to hear, for instance.

For the 46 students in our public school system who are deaf we have a special school. It is the Gough Oral School for the Deaf at Washington and Franklin Streets.

Children who are deaf or have only 40 per cent hearing and have not learned to speak are given oral individual instruction with special equipment. This is a slow process. Five years are allowed for completion of the first three years of elementary school. When a student has completed the sixth grade, he is transferred to a junior high school where he spends part of his school day with a special teacher and the remainder of the time in regular junior high classes.

Students with hearing losses of 25 to 50 per cent are placed in special classes in regular schools. They receive daily instruction in lip reading and speech correction and are given auditory training by means of a group training unit. Those with hearing losses between 15 and 25 per cent receive weekly lip-reading instruction by specially trained teachers who go from school to school.

Can you see the aim of the program? It is simply to provide these handicapped youngsters with speech and reading abilities so that they will be able to live, work, and play with those who have normal hearing.

SIGHT CONSERVATION

Those in the know don't speak of the "partially blind." People with such a handicap are the "partially sighted." Specially painted and lighted class-

This young man has cerebral palsy and is exercising his legs in the Sunshine School pool preparatory to walking.

rooms are provided by our school system for these partially sighted young people. In these classes, textbooks are printed in **THIS** size type and all lessons are prepared for the children on type writers with bulletin-size type. Beginning with the fourth grade, pupils are taught the touch system of typing to enable them to type their work. Regular courses of study are maintained as much as possible. In fact, pupils in sight conservation classes attend regular classes, returning to their special classes for study. Pupils are assigned to sight conservation only on a doctor's recommendation. The physician determines, also, the amount of reading and study that should be done.

The Sherman School on Union Street, between Franklin and Gough Streets, conducts two classes for the blind: a preschool nursery class and a Braille class for Grades 1 and 2. Children in the Braille class spend as much of their time as is feasible in the regular grades and return to the special room for help with their lessons and instruction in Braille.

Defective Speech

Some 3,000 young San Franciscans attend classes for correction of defective speech. They may attend such classes every day, once a week, or semi-

This little girl, a polio case, is receiving physiotherapy at Sunshine School. She is lying on an electric hoist that will lower her into the school's pool.

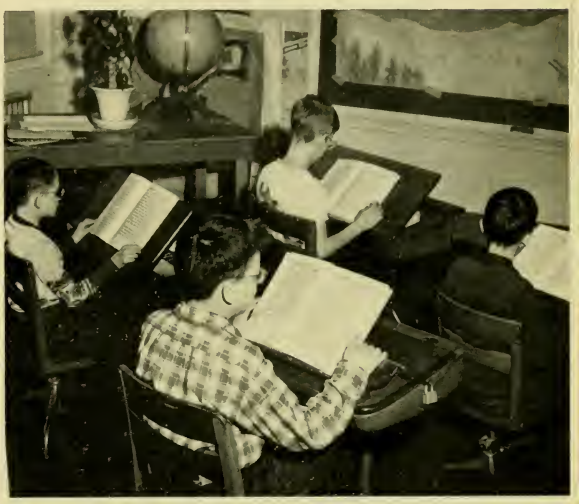
weekly, depending upon their age and the severity of the handicap. Two types of students are given this service—those with nervous speech disorders, such as stammering and stuttering; and those with what are called articulatory defects, such as lisping, sound substitution, cleft palate, and so on.

Fifteen full-time teachers are assigned to speech correction classes; three full-time teachers teach lip reading.

HOSPITAL CLASSES

Suppose you are laid up in a hospital. Will you be forgotten by your public school system? No.

Teachers are on duty at Hassler Health Home, Children's Hospital, Langley Porter Clinic, San Francisco County Hospital, Shriners' Hospital, Stanford Hospital, University of California Hospital, and the May T. Morrison Rehabilitation Center.



Children with partial vision read from special large-type books at their special tilt-top desks in the Sanchez School.

Home teachers are assigned to youngsters who will be out of school for eight weeks or longer. In every case a doctor's certificate is required. Then the home teacher calls at the student's school, gets his books, and plans a program of home study with the student's teacher or counselor. Each pupil is given two hours per week of individual instruction.

Are hospital classes and home teaching worth-while? Just ask any student who has had experience with either or both. He'll tell you how valuable they were to him.

This deaf young lady is being taught to speak by the touch method at the Gough School.

COURT SCHOOLS AND CLASSES

Are you one of the 500 or more?

At any given time there are about 500 boys and girls attending the public schools who are official or unofficial Juvenile Court cases.

Teachers, counselors, and deans work with the court's probation officers in order to help these young people. A full-time special counselor of the school system's Department of Child Welfare helps coordinate this work of the schools and the Juvenile Court. He is responsible for the 11-teacher school at the Youth Guidance Center and the Log Cabin Ranch School. You read about this program in Booklet IV.

PLACEMENT SERVICE

At the beginning of World War II there was a serious shortage of labor. The situation was especially critical in San Francisco because of the rapid expansion of the shipyards and related industries. You'll recall reading in Chapter 1 how the Board of Education stepped up the apprentice training program so that there were over 100 such classes operating.

It was during this period that the school system and the California Department of Employment joined hands to finance the establishment of a job placement service for all pupils. The manager of the student and junior division of the Department of Employment directs the program, assisted by six placement interviewers, three of whom are teachers.

The Placement Service deals in three types of jobs. It assists students in getting part-time jobs for after school and on Saturdays. Each Christmas vacation some 1,500 jobs are obtained for high school students. In the senior year all students are interviewed by the placement counselors concerning their future plans, and those going to work after graduation are helped in finding jobs.

Since 1941 we have had the 4–4 work-experience plan. Under this system one may attend school for 4 hours a day and work 4 hours a day. School credit is given for work experience so that a student under this plan may graduate with his class. Colleges and universities accept work-experience credit as electives.

This is Log Cabin Ranch School, one of San Francisco's efforts to help juvenile delinquents. Right, the schoolhouse; center, the dining hall; left, staff quarters.

FALSE ALARM

"It is un-American . . . It is unadapted to our free institutions . . . It is the assuming of new power by the government . . ."

This is strong language.

You'll smile at the reason for these statements. And, if it's a nice sunshiny day, you may wish you'd lived in 1873, the year the statements were made.

This outburst of alarm came from those who opposed a suggestion that had been made by California's state superintendent of schools. He asked for the passage of a compulsory attendance law. Though state after state had adopted such laws, California had none.

"Parents," said the superintendent, "through self-interest, indifference, or ignorance, do not . . . permit their children to get at least a common school education. . . ." He pointed out that approximately one fourth of the school-age children in California were not attending any school, public or private.

Supporting the superintendent of schools, a prominent lawyer said, "A parent who sends his son into the world without at least a common school education . . . defrauds the community of a useful citizen and bequeaths to it a nuisance."

Law Passed

The state legislature listened. Then it acted. It passed and the governor signed a compulsory school attendance law for California in 1874. The law had a proud title. It was "An Act to Enforce the Educational Rights of Children."

For several years the law had rough going. It was difficult to enforce. Some communities were indifferent. Schools cost money; the more children in school, the more taxes would have to be collected. Opposition to compulsory school attendance continued, the most common argument being that the community had done its duty by providing a free public school; that if parents didn't care enough about their children to send them to school, that was their business.

But the legislature was unimpressed by such arguments. Each time it met it would amend the early compulsory school attendance law, making it stronger and stronger. Can you imagine the reasoning behind such action? If you can't, look back on page 1 in Chapter 1.

General Acceptance

Today compulsory attendance is a well-established and generally accepted idea. Today, for example, the average daily truancy in San Francisco's public schools is only a small fraction of 1 per cent. This record has been achieved through the efforts of our Attendance Bureau and the cooperation of principals, deans, counselors, teachers, and parents.

Operating under the direction of the coordinator of the Department of Child Welfare, the bureau has as its primary function the promotion of regular school attendance. Supervisors of attendance make daily calls at junior and senior high schools and weekly visits to elementary schools. Unsatisfactory attendance of pupils is discussed with deans, counselors, and teachers. In some instances, home calls are made in order to obtain more parental cooperation. Serious truancy cases are referred to the Juvenile Court.

Valuable Service

Supervisors of attendance are important links between the school and the home. To parents the supervisors bring help in handling attendance problems, information on the work of the schools, and assistance in securing the services of community agencies when such are needed.

In addition to handling the work of promoting regular school attendance, the Attendance Bureau performs two other activities. The bureau maintains what is called a Continuing Census of all children between the ages of 4½ and 18, and it is in charge of the issuance of work permits.

Today's Requirements

Under our present attendance law, all young people are required to attend school until they are 18 or have graduated from high school. Pupils 16 years of age or older who must work are permitted to do so, but they must attend Continuation High School part time until they graduate or reach 18.

There is still a small group of adults who are opposed to compulsory school attendance. The vast majority, however, have accepted it as absolutely necessary, particularly in a democracy where each individual is called upon to make decisions regarding issues and the selection of his government officials.

A teacher at the Youth Guidance Center entertains his young charges with a puppet show. These boys are at the center because their parents have failed them as parents.

Most adults agree that Thomas Jefferson was right when he said that education of all the people is necessary if government "by the people" is to succeed.

FOR YOUR GOOD HEALTH AND ENJOYMENT

To you *P.E.* means a required course taken five days a week.

California was the first state in the Union to require physical education in the public schools. This was in 1866, nearly 90 years ago.

Said the law: "Instruction shall be given in all grades of schools . . . during the entire school course . . . in the laws of health; and . . . such physical exercise for pupils as may be conducive to health and vigor of body. . . ."

Over the centuries *physical education* has had several meanings.

In Egypt, generally considered the birthplace of civilization, physical education was an activity conducted for pleasure, for leisure-time activities. Ancient Greece had two ideas on physical education. War-like Sparta's rigorous athletic program was for one vocation—that of a soldier. In Athens the aim of the physical education program was body development and recreation. Theft in an Athenian gymnasium was severely punished. A boy who stole clothes, a cask of rubbing oil, or any equipment worth more than $2.00 our money was put to death. The Olympic Games reached their greatest fame while they were restricted to amateurs; then their popularity and standing gradually declined after professional athletes were admitted.

Chinese Football

Roman ideas of physical education never came close to the Greek. Physical education was for the military. All boys had to learn to swim. In China as early as 200 B.C. young men played a kind of football, called ts'u chu. A kicking game, it was more like soccer and was played "with a round ball on a square field." At first the leather ball was stuffed, but later a way was devised to inflate it. Among the ancient Hebrews, physical education was not a part of the school program, but a father was required to teach his children how to swim.

After 1850 there was increasing emphasis on physical education in Europe, particularly in Germany and Sweden. By 1892 three hours a week of physical education was required in German high schools. In Sweden physical education became compulsory in all schools from the seventh grade through the twelfth. The government-supported secondary schools of England require four periods of physical education a week, plus a fifth period for organized games. Most private high schools, called "public schools," have physical education programs.

Physical education is compulsory in Russia. All grades are required to devote 10 to 15 minutes to calisthenics in the morning before school begins, in addition to scheduled physical education periods. There are 36 physical culture high schools in which students major in physical education. Gradu-

ates of these schools become coaches and athletic directors. Soccer is the favorite team sport, followed by track and field events. Cross-country races draw as many as 200,000 entrants.

San Francisco's Plan

The responsibility for carrying out the physical education program in our own public school system is assigned to a coordinator of health, physical education, athletics, and recreation. He is appointed to his position by the Board of Education upon the recommendation of the superintendent of schools.

The coordinator has a small staff to help him perform his duties. For the elementary schools there are two assistant coordinators and four teachers-at-large. Three of these teachers-at-large visit the elementary schools on a regular schedule to help classroom teachers with physical education, and the fourth teacher-at-large is a specialist in posture and works in the elementary schools.

As you know, there is a regular physical education staff in all junior high schools. These teachers conduct a physical education program for all pupils as well as an intramural sports program for boys and girls after school in baseball, soccer, and track and field. No admission is charged for junior high school games. At two junior high schools, Everett and Presidio, there are Saturday morning classes in posture correction. These classes, open to all junior high school pupils, are conducted by physical education teachers who have been specially trained in posture correction.

The physical education program in the senior high schools consists of five periods a week—one period for classroom instruction in health and four periods of physical education. Years ago there was a competitive sports program for girls, but no more.

Today the emphasis is on developing skills in leisure-time sports. The Girls' Athletic Associations in both junior and senior high schools conduct informal inter-school athletic get-togethers each term. These are called "Playdays," and in them no stress is placed on winning. Emphasis is on participation *with* rather than competition *against*.

For senior high school boys there is a big intramural program as well as a competitive sports schedule. Over 3,000 boys are in competitive athletics in the senior high schools. Many of the country's prominent collegiate and professional athletes were once on San Francisco public high school teams.

The Triple A

The competitive athletic program of both the public and parochial high schools of San Francisco is directed by the Academic Athletic Association. This organi

zation establishes eligibility rules, sets game schedules, provides for the distribution of game profits, and formulates general rules and regulations.

The "policy-determining body" of the Triple A consists of all high school principals, the assistant superintendent of secondary schools, and the coordinator of health, physical education, athletics, and recreation. The coordinator acts as secretary of the group.

Actual enforcement of the Academic Athletic Association's policies is in the hands of an 11-man committee. Briefly, the committee's job is to enforce and interpret the policies of the Triple A; to act as a court in eligibility questions; and to suggest new policies and changes to the policy-determining body. Should you be interested in details, such as championships, round-robins, play-offs, and so on, ask your physical education instructor to let you see the A.A.A. Athletic Manual.

Ice skating is only one of the activities of the Girls' Athletic Association in our secondary schools. Others: horseback riding, swimming, tennis, badminton, and bowling. Right, coeducational intramural activities are an important part of the physical education program. Here is a volleyball game at Balboa High School.

Financial Formula

Have you wondered about the distribution of the profits from Academic Athletic Association games?

You should be interested because the money you pay for tickets is included in the total.

Let us look at the biggest money-makers—football and basketball.

In a *round-robin* game when the gate receipts exceed expenses, the money from the sale of student tickets is then kept by the school selling them. In addition, all profits on tickets sold at the gate are divided evenly between the two schools that participated in the game.

For an 8-to-10-week period during the Fall semester scenes like this are common as the football teams of the Academic Athletic Association fight for gridiron supremacy.

In a *championship* game the distribution of profits from football is different from that for basketball. In a football championship, all receipts from the sale of student tickets go to the school selling them. Profits from gate ticket sales are divided this way: 20 per cent to each school playing in the championship game; balance (60 per cent) divided equally among the other seven schools of the league. In a basketball championship, the student ticket sale money goes to each school, just as in football, but the split on gate sales is different—25 per cent to each participating school; the remaining 50 per cent divided equally among the other nonparticipating league members.

But, suppose there is a loss instead of a profit on a round-robin or championship game? If that happens, then all ticket receipts—both school and gate sales—are used to pay expenses. And, if that isn't enough, the remaining expenses are deducted from the total season profits of each school participating in the round-robin or championship game.

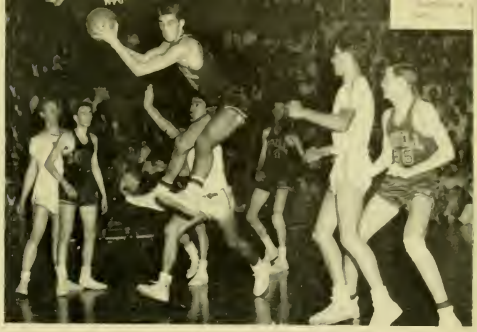
Recreation Program

Supervising the health and physical education program in the schools; acting as secretary of the Academic Athletic Association—these are two of the duties of the coordinator of health, physical education, athletics, and recreation. He has a third duty—it deals with recreation.

You learned in Booklet III that in 1949 the voters approved a charter amendment combining the Park and Recreation departments.

As a result of this merger, the school district was assigned the task of providing recreation on school property during after-school hours. Some 40 schoolyard playgrounds are operated during after-school hours, on Saturdays, and during summer vacation. In addition, a recreational program is provided in 19 evening gymnasiums.

Each schoolyard is under the guidance of a director who conducts organized games, team sports, intramural sports, and handicrafts. The sports calendar includes volleyball, basketball, and softball.



Lowell's Grider in action at the Bay Area invitational basketball tournament, held at the end of the season at the University of California. A San Francisco high school has won the championship four times since the tournament was started in 1947.

Double Purpose Program

The evening gymnasium program has a dual purpose—providing sports and games for young people and providing recreational activities for adults. Badminton and volleyball are available for adults. A city-wide recreation league is conducted for men and women in basketball and for women in volleyball. It is an open league—any group may join—and a tournament is held each year for the league championship.

In cooperation with the Recreation and Park department, the Recreation Division of the school district offers a special summer program. In addition to providing a varied summer game schedule, the playground director at each playground takes groups of youngsters on one-day visits to places of interest in the city.

Playground directors are part-time civil service personnel hired from eligibility lists of the Civil Service Commission. They are paid by the school district.

A tense moment in a Balboa-Lowell football game. About a third of the Triple A games are played at Kezar Stadium. This shot is at the Balboa stadium. Galileo and Washington also have their own football fields.

MUSIC EDUCATION

For the bathroom baritone or the winner of a Kimber award in instrumental music, there are musical opportunities in our public schools, for music is an integral part of public education in San Francisco.

From kindergarten through the sixth grade, music education includes singing, listening, and playing instruments. Third graders form rhythmic groups, playing instruments like the tonette or song flute; and, beginning in the fourth grade, pupils who own instruments are given free instruction by 12 instrumental specialists who spend one-fourth to a full day in each school every week. Children with superior vocal ability are trained in chorus and glee club work by their classroom teachers, assisted by three music supervisors who circulate among the elementary schools.

In the junior high school, vocal or instrumental music is required in the seventh grade as a part of the exploratory experiences planned for each child. Those who find they have ability or great interest in music may elect a music course in the eighth and ninth years. Bands and orchestras are organized, and every school has a ninth grade chorus. Instruments and instrumental instruction are provided by the school system.

As you know, there are vocal ensembles, orchestras, and bands in senior high school. Courses in the history of music and in harmony provide theoretical work. These classes, all elective, meet five days a week, and in them credit is earned toward graduation, just as in other subjects.

College Level

Musical offerings at City College are equal to those of the first two years of a university. Choral and instrumental organizations are open to those who can qualify, and various types of theory, appreciation, and music history are offered. The college sponsors an opera workshop for those interested in opera.

Numerous choral and instrumental groups and classes in harmony and appreciation are functioning at the various adult education centers.

Director of Music

There is one man in the school system who is responsible for the smooth operation of our public school music program, from kindergarten through

A high school choir shares its music over television.

Opportunities for talented students are offered in all high schools. Every junior and senior high school has an orchestra and band.

City College and the adult schools. He is the director of music. With the assistance of supervisors for the elementary schools, he strives to make music an important part of our daily living.

He knows that music speaks a common language, that "No boundary lines are recognized, nor can tariff rules hinder its growth or acceptance. Music constitutes a wide area of common understanding in many countries and is shared by millions of tolerant and understanding people . . ." who are brought closer together in spirit through music.

Pupils learn the value of the contribution of music to the good life.

FOR ARTISTIC ACHIEVEMENT

Are you a doodler?

If so, you may have artistic ability.

And, if you do have artistic ability, it will be discovered and nurtured by our public schools. Art experience begins in the kindergarten when a youngster stands before an easel dabbing it with paint. It continues through elementary school with instruction in drawing, painting, weaving, clay modeling, papier-maché, and paper sculpture—all for the purpose of developing the creative abilities of children.

"Wall criticism." Balboa art students make a critical analysis of pictures.

In junior high school there are specially trained art teachers to instruct in art techniques, skills, and appreciation through courses in drawing, painting, design, and the various crafts. These courses are aimed at expanding the individual student's artistic bent, while encouraging the development of group artistic efforts in such activities as stagecraft and the creation of school exhibits.

Laying the Foundation

Senior high school art instruction is slanted toward preprofessional fields. Here we find students who have chosen art as a vocation or a profession. Here is provided a good grounding for professional training after graduation.

Skills, techniques, and art appreciation that have been gradually developed during the student's entire school career are now applied to semitechnical

work. Ceramics and crafts, such as weaving, wood and stone sculpture, and metal work, help prepare a boy or girl for industrial design. There are courses in fashion and costume design, illustration, advertising art, and all phases of commercial art. At the high school level some art students make the decision to become art teachers.

The art program of our public schools is considered an outstanding one in the United States for two reasons. This is true, first, because a great variety of art experience is provided for elementary school children, and, secondly, because the courses in the junior and senior high schools develop, not only *consumers* of art, but actual producers of art. The numerous awards and offers of scholarships that are made each year to our high school artists prove that our art instruction is of a high caliber.

Fashion Illustration in a Home Economics class.

Art Director

Responsibility for the art instruction in our public schools is vested in the director of art education. He is appointed to his position by the Board of Education on the recommendation of the superintendent of schools.

The director of art education visits all the junior and senior high schools at least once a month to confer with the art teachers. Four times a year the director meets with all the secondary art teachers for the purpose of improving the art curriculum, planning special programs and community services, and to select art supplies and equipment. It is his responsibility to order all such supplies and equipment.

Art Supervisor

An assistant, the supervisor of art education in the elementary schools, meets with committees of teachers in each elementary school to plan and to carry out the art program at this level.

Working closely with such organizations as the Junior Chamber of Commerce and the San Francisco Advertising Club, the Art Department of the school system promotes student interest in the artistic betterment of the city.

Unique in America is the Museum School Service provided by the California Palace of the Legion of Honor since 1944. The Museum places exhibits in the schools and furnishes staff members to give lectures. You read about this program in Booklet III.

The goal of art education in our public schools is to bring to students a fuller appreciation of the finer things, a greater consciousness of beauty.

BOOK BATTLE

You know how it is about textbooks at the beginning of a term. The teacher counts the number of pupils, adds a few more to the figure for late enrollments, and sends a couple of boys to the bookroom with the requisition. It all happens in a matter of minutes and everybody has a textbook for the course. Routine, just routine.

Has it ever occurred to you why the texts are issued to you free of charge; why you have never had to buy a textbook throughout your entire school career, except, of course, when you lost one? Not so long ago pupils in the public schools had to buy all their texts. Now books are free. How did this come about?

The story consists of two parts. Both parts involved controversy and arguments. Both parts required decisions by the voters, and each of those decisions was in your favor.

State Printing

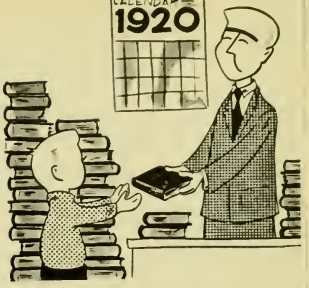
Up to 1883 there was fairly general agreement that public school pupils should buy their own textbooks, but there was controversy over the price charged for them. Many people thought that it would be cheaper to have the State print textbooks, rather than to buy them from publishers. In 1883 the voters approved a constitutional amendment which stated that the textbooks adopted by the State Board of Education ". . . be printed and published . . . at the State Printing Office and . . . sold at cost. . . ." The result of this was a two-thirds reduction in the cost of textbooks.

But pupils still had to buy them. Many people argued that free public education wasn't really free unless the textbooks were furnished at no cost to the pupils. "The State of California," wrote the state superintendent of schools in 1888, "has taken a step in the right direction in furnishing books of its own manufacture to the children at cost. It should . . . go one step farther and furnish the use of textbooks free to all children attending the public schools."

A year later, by a unanimous vote in the Senate and a large majority in the Assembly, the State Legislature passed a law permitting (but not requiring) school districts to supply free textbooks. Governor Robert W. Waterman killed the measure with his veto.

This boy will not be able to hold all the textbooks that are used by one student in a three-year high school. Girl is library assistant.

Persistence Pays Off



Governor Waterman's veto was a severe setback for the proponents of free textbooks.

Though the years rolled by—10, 15, 20—with no action by the legislature, the friends of California's school children did not give up. Finally they succeeded in getting the legislature to submit to the people a constitutional amendment. It provided that textbooks ". . . shall be furnished . . . by the State . . . free of cost . . . to all children attending day and evening elementary schools. . . ." The voters approved by a vote of approximately 350,000 to 150,000. This was in 1912. In 1920 the free textbook plan was made mandatory in high schools.

Today the State Printing Office furnishes textbooks to school districts for all grades through the eighth. For grades 9 through 12 each school district buys its own textbooks from publishers. There is considerable discussion in educational circles over the State's printing of textbooks, some claiming that State publication is not the best way, others claiming that it is. To change the present system the State Constitution would have to be amended. You may some day be called upon to vote on this matter.

Providing free textbooks in a school system as large as ours is no simple task. There must be organization, plans, and procedures to make certain that each school gets the books it needs at the time it needs them. This work is performed by the director of the Bureau of Texts and Libraries.

The booklet you are now reading, your textbooks, workbooks, supplementary books, and the books in your school library were all sent from the Bureau of Texts and Libraries to your school librarian for distribution.

Democratic Decisions

Have you ever wondered why your mathematics books is by this particular author, your history book by that one? Did some high official in the school system or in the city government decide that you should study a particular book by a particular author? No. The books used from the ninth grade through the twelfth were selected by committees of our own San Francisco teachers.

When a textbook for a particular subject is to be adopted, all publishers are notified. They send samples of their books to the committee which examines them carefully and recommends to the superintendent the adoption of the one they think is best suited for the particular course. If the Board of Education approves the recommendation of the superintendent, the director of the Bureau of Texts and Libraries places an order for the books through the city Purchasing Department. When the books arrive at the Bureau of Texts and Libraries, your school librarian is notified, and she orders a sufficient number of copies for your school.

The Teachers' Professional Library at the Board of Education headquarters is a busy place. In 1955 the library circulated over 10,000 books, 1425 unbound magazines, and answered 2841 telephone queries.

Supplemental or reference books are chosen much the same way as are the basic texts, with teacher committees making recommendations on adoptions to the superintendent of schools.

The director of the Bureau of Texts and Libraries has other duties in addition to the distribution of the thousands and thousands of textbooks each year. It is her responsibility to see that all library books are properly catalogued; to supervise the teaching program in school libraries; to promote the reading guidance program in the schools; and to operate the Teachers' Professional Library.

For Better Teaching

This library, established in 1925, contains more than 20,000 volumes dealing with all phases of education. Teachers seeking to improve their teaching find the library invaluable. The library is also a depository for an historical collection on San Francisco and California. Much of the information that you've read in this booklet on the history of our public schools was obtained from the Teachers' Professional Library.

The Teacher Knows

When your teacher keeps after you to cover your textbooks and otherwise take care of them, she has good reason for her admonition. Your teacher knows that you are hard on them; that the average life of texts is only four semesters; that the yearly cost of simply *rebinding* textbooks in San Francisco runs to a sizable figure—$27,000 a year.

You've read that it took the proponents of free textbooks more than 20 years to get such a provision in the law. Count up the number of books that were issued to you this semester. How would you have liked it if you'd had to buy them? It could happen.

Voters' Impression

The cost of books is rising; the cost and frequency of rebinding books is increasing. Voters, observing on buses and elsewhere the careless manner in

which some students handle their books are saying, "Students don't seem to appreciate the free books that we buy for them. Let them buy their own."

Should that feeling become general, you know what the voters could do. They could repeal the free textbook law, and the students who follow you would be faced with the cost of buying their own books. Whether or not we continue to have the free textbook law in California will be determined by you and the students who follow you in the public schools.

LEARNING AIDS

How would you like to have the most dangerous experiment known to chemistry performed in your own school's science laboratory? To have a front seat at this demonstration in perfect safety—all at a cost of less than 1 cent per pupil?

Would you like to visit every nation in the world in 30 minutes while comfortably seated in your classroom; see great historical events re-enacted; watch plants grow by means of time-lapse photography; study the workings of a gasoline engine through animated photography?

Does this have educational value? Yes, and it is illustrative of only one of the educational services that are furnished you by your public school system through its Department of Audio-Visual Education.

You may not fully realize it, but your school system will do just about anything to help you learn, and learn better. One of the ways this is done is by providing you with a variety of instructional materials. Educators call this "enrichment of the educational program," and visual aids are a vital part of that program.

Audio-Visual Services

The Department of Audio-Visual Education provides such teaching aids as 16-mm. motion pictures both in black and white and in color; film strips of all kinds; large flat study prints 11 x 14 and bigger, covering a variety of subjects; slides, thousands of them; specimens and exhibit materials such as

Modern devices help youngsters to appreciate the ancient traditions of poetry.

By the use of the opaque projector everyone has a front seat at the demonstration.

minerals, petroleum, fossils, and a host of others; and recordings of music, speeches, poetry, and sounds. The department constantly is expanding its collection of film strips, fiat study prints, and exhibit and specimen materials. And speaking of specimens, they have two real meteorites. The Department of Audio-Visual Education also handles distribution of maps and globes.

Every day is preview day at Audio-Visual headquarters.

Before any material is purchased, whether it be a motion picture, a specimen, or a film strip, it is evaluated by several teachers who teach courses in which the particular visual aid might be used. Supervisors and department heads also participate in previews. Purchase of the material is based on such teacher-administrator evaluations and the final approval by the department supervisor.

Improved Service

In the past two years the department has doubled the outgo of 16-mm. films to schools, with a minimum of 180 films a day being sent out. Twice a week deliveries are made to elementary schools; three times a week to junior and senior high schools. In each secondary school there is a teacher who acts as an audio-visual coordinator to manage ordering and distribution and to train students as operators of visual aids equipment.

We know that we can't get along without textbooks. Since World War II we've come to the realization that visual and oral stimulation can be combined to increase learning efficiency. This poses a problem. The classroom teacher wants illustrative material at precisely the right time; the Department of Audio-Visual Education tries to make the materials at hand serve as many teachers and students as possible.

Both the teacher and the department have the same aim—better instructional materials for you.

CAFETERIA MANAGEMENT

Why does your school system operate cafeterias?

For several reasons—to provide a hot, properly balanced meal at noontime for thousands of young San Franciscans; to provide low-cost meals; and, in two instances, at City College and the Board of Education headquarters, to provide vocational training for those preparing for restaurant work.

Our 54 school cafeterias are not operated to make money, but when they operate at a loss, and they have been for the last several years, the Board of Education begins to worry.

Several operating plans have been tried in an effort to increase efficiency and decrease losses. Up to 1946 each school cafeteria operated as a separate unit. From 1946 to 1954 a centralized cafeteria system was established under the control of the school system's Business Department and with a coordinator to direct and manage all school cafeterias. Employees are under civil service.

HOMEMAKING

Do you ever wipe the dishes? Mow the lawn?

If you make any contribution to family living you are a homemaker.

Does that sound strange?

It really isn't such a strange idea for both sexes to be homemakers if you recognize the fact that homemaking is an occupation—an occupation that binds the family members together and sets the high standard of living enjoyed by families in the United States today.

While homemaking may be thought of by many to be principally the woman's job, the man also has an important contribution to make. It is his responsibility to assist in the guidance of the children as well as assume those tasks around the house that are physically too difficult for the mother in the family to do.

Also, nowadays so many women are employed in occupations other than homemaking, it is necessary for all the members of the family to share the work. Of the 59 million women reported in the 1954 census as 14 years of age and older, 57% are full-time homemakers, 9% are not working outside the home, 32% are gainfully employed, and 2% are looking for work.

The occupation of homemaking requires ability, training and education like any other occupation. Homemaking education is available to boys and girls in the elementary and secondary schools, to out-of-school youth and adults, and to college students, although it is not generally taught as a special subject until junior high school.

The homemaking education program in the junior and senior high schools is planned to meet the present needs and interests of the student as well as his near-future personal and family responsibilities. It embodies

Foods and Nutrition: Selection, preparation, serving, conservation, and storage of food for the family.

Clothing and Textiles: Selection, care, renovation, and construction of clothing.

Child Development: Care and guidance of children.

Housing and Home Furnishings: Selection and care of the home and of its furnishings as well as the selection, use, and conservation of home equipment.

Health and Home Nursing: Maintenance of health; home care of the sick, including first aid.

Management: Economical and efficient use of human resources and of materials available to the home.

Family Relationships: Getting along with others and enjoying family living.

Colleges and universities, too, offer home economics programs. They prepare students for careers as professional home economists and for their jobs as family members and homemakers.

Things to Discuss:

1. Each new family has an opportunity to create a better individual. Discuss.

2. You've learned that years ago high schools offered one program, one kind of behavior was expected, and after-graduation plan of the students were about the same. Would you like that kind of a high school? Why?

3. Compulsory education means that high schools must offer a wide variety of subjects. Why?

4. How would you explain to a student from another country the reason why we have compulsory education?

5. Suggest some advantages and disadvantages of the 4–4 work-experience plan.

6. A taxpayer who has no children of his own will vote for a school bond issue, thus increasing his taxes. Why does he do this?

7. Counselors are more necessary in a 1955 high school than they would have been in an 1855 high school. Why?

8. Your parents *and* the government both have a responsibility in seeing that you get an education. Why the government?

9. The voters of California could change the state constitution so that students would have to buy all their textbooks. What might lead them to do that?

10. "Public education is a great equalizer." What does that statement mean?

11. "We need both unity and individuality in a democracy." Explain.

12. Under what circumstances is it advantageous for a homemaker to enter the labor market?

13. What might a homemaker do at home to supplement the family income?

14. When husband and wife are both working what home responsibilities should be assumed by each?

15. Should the education of young women differ from that for young men? How?

CHAPTER FIVE

All for You

Any way you look at it, school business is big business in San Francisco—bigger than any other governmental agency, bigger than any corporation or company.

Our San Francisco Unified School District operates 118 schools, employs nearly 4,700 people, spends over 35 million dollars a year, and serves 166,000 "customers" ranging in age from 4 years and 5 months in the kindergartens to 80-year-old students in the adult schools.

How is this big business run? Where does the money come from? Who decides how much is needed each year; how it will be spent? And who does the actual spending?

Board of Directors

Just as any large business has a board of directors, so does our school system. It is the Board of Education, consisting of seven members who are nominated by the mayor and approved by the voters. If the voters do not approve a person who has been nominated, the mayor must then make another nomination and submit *this* name to the voters for their approval or rejection. However, a person nominated by the mayor may serve until the confirmation election. San Francisco City and County is the only county in the state that chooses its board of education this way—all others elect their boards of education by direct vote of the people.

Members of our Board of Education, officially known as commissioners of education, serve for five years, the terms of either one or two expiring each year. They may be removed from their positions by recall or by the joint action of the mayor and three-fourths of the supervisors. Each board member is paid $100 a month.

Sets Policy

By law it is the duty of the Board of Education to maintain and operate the public school system. The board is the final authority on all educational matters. It sets the policy to be followed; it approves the annual budget.

You've heard people refer to our school district as the "school department," just as if it were a department of the city government like the police or fire departments. This is incorrect. The San Francisco Unified School District does not receive its powers from the city charter—it is a political subdivision of the state and gets its authority from the State Constitution and the State Education Code.

What does this independence mean in actual practice? You will recall from your previous reading that each city department must submit a proposed yearly budget to the mayor, the chief administrative officer, and the Board of Supervisors; that most of these proposed budgets are reduced before they are approved by the supervisors. This does not happen in the case of the school budget. The Board of Education draws up the school district's budget, and the mayor and the supervisors *must* accept it as presented. Then the supervisors *must* levy taxes sufficient to cover the budget estimates.

Tax Limitation

There is, however, one limitation on the amount of taxes that can be levied for schools. The state law says a school district cannot levy a tax of more than $2.00 per $100 of assessed property value. In San Francisco we are very close to this maximum in our school budget for 1954–1955. Many things that the Board of Education would *like* to provide for our school system, can't be provided because of this tax limitation.

While the school district has independence from the city government in budget matters, in other matters it is a part of the city government. School money must be deposited in the city and county treasury and cannot be withdrawn without the approval of the controller. Bids for school work are handled by the city Purchasing Department, including the printing job for this booklet you are reading. It should be noted that the school district could, if it wished, establish its own purchasing department. Instead, it uses the city Purchasing Department, paying for such service received.

The schools cooperate with the police, fire, and health departments. They work with the Civil Service Commission in employing nonteaching workers; they work with the City Planning Department, the Art Commission, and the City Architect's Office on the school building program. The city Public Works Department provides repair service for the schools, pays for it, and bills the school district.

General Manager

The board of directors of a big business do not try to run the business—they hire a qualified person as general manager to carry out their policies.

And that's the way it is with our Board of Education. Its members are busy citizens, busy with their own occupations, who give their time and energy to serving their community as board members. They meet twice a month or oftener when necessary. All their meetings are open to the public. They appoint a superintendent of schools to carry out their policies, to actually "run" the school system.

Because of our combined city and county government, about which you will learn more in Booklet VI, the San Francisco superintendent of schools is both the city superintendent and county superintendent. Most other county superintendents in California are elected—ours is appointed. The Board of Education appoints him on a four-year contract, subject to renewal. The charter and state laws provide that the superintendent must be professionally qualified to hold the office and that, while he need not be a local resident when hired, he must live in the city after appointment. He may be dismissed only by the Board of Education and then only after written charges have been filed by at least two board members and sustained by a two-thirds vote of the entire board at a public hearing.

Key Man

What does the superintendent do?

In short, he is a full-time, trained, and experienced educator, hired by the Board of Education to carry out the board's policies and duties. He has the fullest executive authority over all educational affairs, schools, teaching and nonteaching personnel, and over all the business and financial affairs of the school district.

Says the Administrative Code of the school district, ". . . the primary responsibility of the superintendent is to develop and maintain an efficient educational program that will provide a complete and adequate system of instruction and care for all who attend the public schools . . . to the end that (San Franciscans) may receive the best possible education."

The superintendent of schools must keep himself well-informed on educational developments so he will be able to make sound proposals to the Board of Education. He must, through his central office staff, visit the schools frequently and report his findings monthly to the Board of Education. The administrators of the various schools report the progress of their respective schools to his office through the heads of their divisions. He must prepare the school budget for final approval by the board. He must submit an annual report to the board by October 1 each year on the condition and progress of the schools, together with recommendations that he feels are necessary. He must make reports to the state and federal governments concerning attendance and finances.

And he must attend innumerable meetings; make innumerable speeches; and eat innumerable luncheons of chicken patties, cold peas, and lukewarm coffee, all for the purpose of promoting a better understanding of the work done and the problems faced by the public school system of San Francisco.

Administrative Divisions

Look at the diagram on page 100. You will see that in a school system as large as San Francisco's its operation is effected by means of divisions. As in any large business house or industrial plant, the heads of the divisions are given authority and held responsible for their respective operations. The five large instructional divisions are: Elementary, Junior High, Senior High, Adult and Vocational, and City College. In addition, there are two noninstructional divisions, Buildings and Grounds, and Budgets.

Working closely with the superintendent is the deputy-superintendent, one to whom the superintendent can delegate responsibilities of one nature or another in furthering the work of his office. In addition to matters of the moment that are referred to the deputy, other functions under his direct jurisdiction are: business management, management of the Central Office noncertificated staff, host to visitors, civilian defense in the schools, and the building program.

Working out of the Central Office into the schools, or with the school personnel as they come in for help, are a number of staff members who have responsibilities in special areas. These are coordinators, directors, and supervisors.

Briefly, this is the administrative organization of the San Francisco Unified School District—an organization that owns buildings worth well over 100 million dollars, an organization that affects the lives of thousands upon thousands of San Franciscans, an organization that is concerned with the growth and education of today's and tomorrow's citizens.

All for You

"But," you might ask, "what does all this have to do with me—with me sitting here in this civics class reading this booklet?"

It has *everything* to do with you.

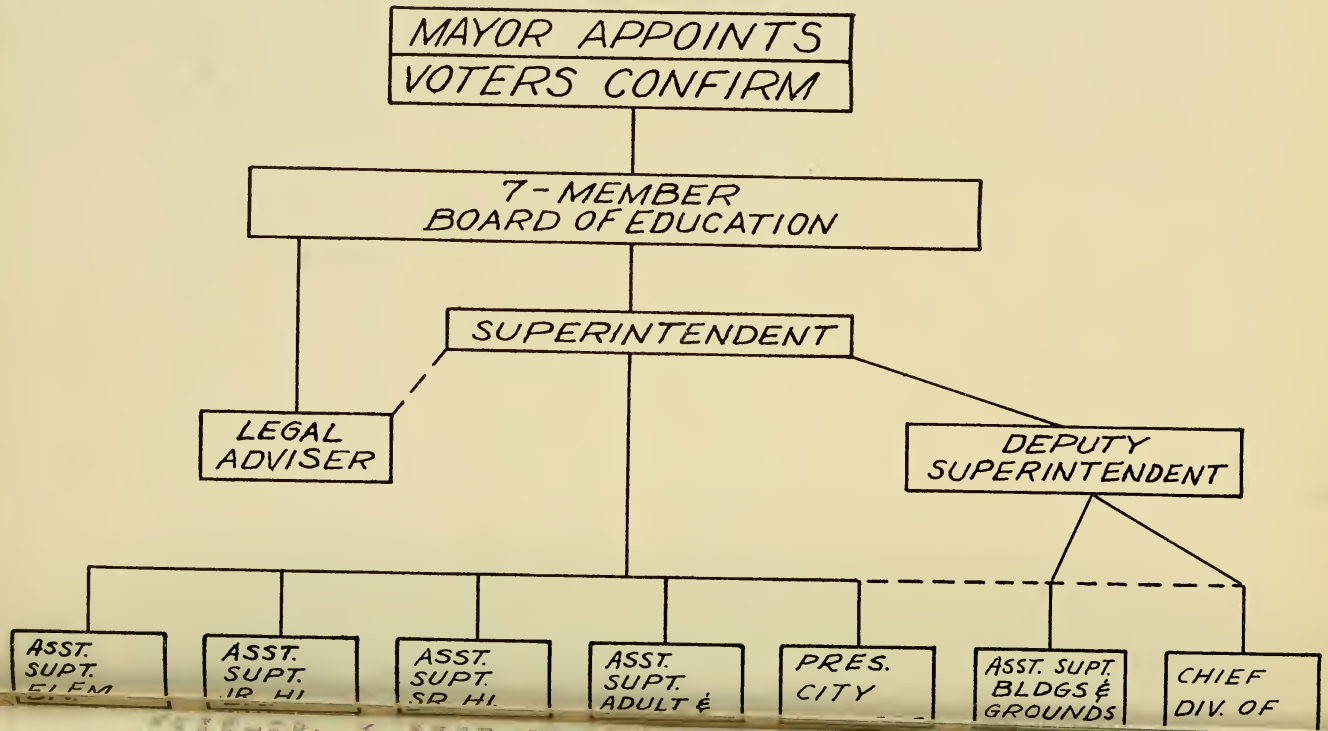
Everybody in the school system—members of the Board of Education, the superintendent, his staff, the principal of your school, the deans, counselors, teachers, engineers, custodians, and so on—all are working for you.

Personnel Division

To you and to the personnel coordinator the most important personnel in the school system are the teachers. Whether a school system be large or small, they are the most important persons in it. We need not dwell on the vital influence that teachers have on young people. If you think a bit you can recall the teachers who were *good* teachers; who helped you to learn to understand; who were kind, cheerful, and intelligent individuals.

You'll remember reading in Chapter 1 that years ago teachers were chosen on a political basis, with members of the Board of Education "nominating" a person for a teaching position and with the entire board routinely approving each other's nominations.

ORGANIZATION OF SAN FRANCISCO UNIFIED SCHOOL DISTRICT JULY 1955



Teachers' Examination

Since the early 1930's San Francisco's public school teachers have been chosen by competitive written examination, plus an oral examination. Eligibility lists are established in various subject fields, and teachers are appointed to positions from these lists as the need arises. Before actually going to work in a classroom, a teacher must sign a loyalty oath and pass a physical examination.

For the first three years of teaching, a teacher is "on probation." This means that every year the principal must rate that teacher on 34 different items, such as "enthusiasm in teaching," "plans well for each day's work," "is fair and impartial," and so on. If, at the end of the probationary period the teacher has done poorly, he is fired. If he has done well, he then becomes a permanent teacher and has what is called "tenure," thus meaning that he has security in his job.

Substitute Teachers

In addition to keeping track of the teachers' examinations, eligibility lists, and teachers' reports, the personnel coordinator is responsible for furnishing substitute teachers.

You are familiar with them.

Some day you come to class and there is a new teacher in the room.

He is a substitute teacher.

If the regular teacher will not be in school on a particular day, because of illness or because he has received permission to be away from school, he must notify the personnel coordinator. It is then the duty of the coordinator to run through his list of part-time teachers and get one out to the school involved.

The personnel coordinator is not concerned with the assignment of teachers, deans, or principals to particular schools. Such assignments are made by the Board of Education, acting on the advice of the superintendent of schools.

Neither is the personnel coordinator involved in the hiring of clerical, engineer, or custodial personnel. These employees are selected by means of examinations given by the city's Civil Service Commission and are assigned to the schools from the city's eligibility lists. The school district, however, not the city, pays their salaries.

Secondary Division

Let us suppose that one of the two assistant superintendents of secondary schools—the one in charge of senior highs—is about to retire after 30 years of service.

The superintendent of schools has recommended to the Board of Education that you be appointed to the job. The board approves the superintendent's recommendation and you're "it." You visit the office of the retiring assistant superintendent of senior high schools at 135 Van Ness Avenue to talk with him about the duties and responsibilities of your new position.

What would he tell you?

He would tell you that you must act as the superintendent's agent in the assignment of the correct number of teachers to each of the seven senior high schools, and to Continuation High School.

Should this school have 46, 47, or 48 teachers? Should that school have 71, 72, or 73 teachers? To answer such questions you would use a Board of Education formula that is based on school enrollment, class sizes, and other factors.

Individual teachers wishing transfers from one school to another would come to see you; principals would see you about teachers they want transferred; and you and the personnel coordinator would work closely together on the assignment of new teachers from the eligibility lists. All your decisions would go to the superintendent of schools for his approval and the approval of the Board of Education.

Assignment of Pupils

One of your most important jobs would have to do with the assignment of pupils to particular schools—a real headache. Here are the reasons:

First, the builders of our older high schools failed to guess correctly how our population would shift and how much it would grow.

They built high schools in the wrong places for a 1954 or a 1960 San Francisco.

For example, if you had stood at the corner of Page and Broderick Streets in 1920, you would have been less than a mile and a half away from all of San Francisco's high schools—Lowell, Polytechnic, Girls', Commerce, and Mission.

The result of this "unbalance"? Pupils from the growing Sunset, Richmond, Marina, and Outer Mission districts had to travel great distances to get to any high school. In later years this situation was partially corrected by the construction of Galileo, Balboa, George Washington and, most recently, Abraham Lincoln.

But population shifts and population growth still plague the school department. Commerce has been closed; Girls' High has been converted to a junior high school; Galileo, with room for 2700 pupils, is down to an enrollment of about half this number. Meanwhile, another high school is needed out Lake Merced way; and Balboa, bursting at the seams with some 2700 pupils, is a constant reminder that another high school is needed in the outer Mission.

No High School Districting

Another factor that makes the assignment of pupils to high schools difficult for the assistant superintendent of senior high schools is the lack of a districting policy.

A high school student does not have to go to the high school nearest his home. A recent striking example is that of a boy who attended Lowell for

four years, though his home was just across the street from Balboa. In other instances, students may want to attend a high school far from their homes because it has a beautiful new plant.

When a new school has many more applicants for admission than it can accommodate, then enrollment is limited to the neighborhood of the school. This is the current situation at Abraham Lincoln.

Varied Tasks

You'd have other work as assistant superintendent of senior highs.

Your boss, the superintendent, would make you responsible for such matters as the supervision of instruction; the improvement of the courses of study; recommendations on the selection of administrators, such as principals and assistant principals; the organization and the staffing of new schools; and group meetings with principals and others. You would work with community organizations, such as the Parent-Teacher Association.

And, from time to time you would have contacts with irritated parents regarding their children and the schools. Some of the irritations would be real, others fancied, but in every case you would have to try to eliminate them.

Somehow you would have to find time to visit six or eight schools a month, and around Christmas time you and your small staff would find yourselves deeply involved in preparing the annual budget for secondary schools for submission to the superintendent.

You would be expected to supervise the spending of the budget for supplies and equipment in your division, and you would plan to take a major part in the details of planning new schools.

The work of the assistant superintendent of junior high schools is similar to that of the assistant superintendent of senior high schools, with two exceptions. He has 14 schools under his jurisdiction, instead of 8; and, because the junior high schools are "district schools," the assignment of pupils is handled in a different way than at the senior high level.

Elementary Division

In the school system, the administrator who is directly concerned with more children, more teachers, and more principals than anybody else, is the assistant superintendent of elementary schools.

Like the assistant superintendents of secondary schools, the assistant superintendent of elementary schools is appointed to his position by the Board of Education on the recommendation of the superintendent of schools.

A picture of the assistant superintendent of elementary schools might bear the caption, "Woman Under Pressure."

One pressure consists of trying to find schoolroom space for the rapidly increasing number of children of kindergarten and elementary school age. For instance, there has been an increase of between 2,000 and 3,000 of these youngsters each term for the last several years. Room *must* be found for them in the schools.

Another pressure exists in attempting to guess in what direction the population will shift within the city. Will another school be needed in this particular neighborhood? Will the new school we are building here be big enough? These are the kinds of questions that plague the assistant superintendent of elementary schools.

Looking Ahead

Advance planning is required so that each child in the city, no matter where he lives, gets his share of education.

Briefly, this is how the assistant superintendent of elementary schools goes about this task: She and her staff divide the city into districts. In an ideal system, an elementary school should be within walking distance of a child's home. (This walking distance varies greatly in San Francisco because of our hills.) The next step is estimating the number of elementary school-age children in each district and providing for them under what is called a class-size formula. At present this formula is 27 students in the first grade; 32 in the second and third grades; and 35 in the fourth, fifth, and sixth.

After this assignment has been made, the next thing to do is to provide sufficient teachers so that on opening day there will be enough of them to take care of the expected enrollment. This is not an easy task when we realize that there is a shortage of elementary teachers. Each fall approximately 200 new elementary school teachers are needed in San Francisco.

The problem of housing the increasing thousands of elementary school youngsters is nearing solution. Fourteen new elementary and home schools have been completed, four more are nearing completion, and nine more are planned. Additions have been made to a number of others. The transportation of children to school in buses—at one time involving more than 2,000 children a day—has been reduced almost to the vanishing point.

Another responsibility of the assistant superintendent of elementary schools is to see that the pupils receive instruction in accordance with state regulations and our own curriculum. She is assisted in this work by principals, supervisors, teachers' committees, and parent groups. For instance, because of the variety of items in an elementary classroom, the assistant superintendent has a committee to help her select school supplies.

Preparation of the elementary school budget for submission to the superintendent of schools is another job of the assistant superintendent of elementary schools.

Finally, visiting schools is an important phase of her job. There are 92 elementary schools, ranging in size from the Yerba Buena Island one-teacher school with its 16 pupils to Francis Scott Key with an enrollment of over 1,200.

Adult and Vocational Division

You've heard the expression, "Variety is the spice of life." Applied to a job it spells interesting work.

1, Galileo High School; 2, Continuation High School; 3, Mission High School; 4, Balboa High School; 5, Lowell High School; 6, Polytechnic High School; 7, George Washington High School; 8, Abraham Lincoln High School; 9, Francisco Junior High School; 10, Horace Mann Junior High School; 11, Portola Junior High School; 12, Marina Junior High School; 13, Everett Junior High School; 14, James Lick Junior High School; 15, Luther Burbank Junior High School; 16, Benjamin Franklin Junior High School; 17, Roosevelt Junior High School; 18, James Denman Junior High School; 19, Aptos Junior High School; 20, Presidio Junior High School; 21, A. P. Giannini Junior High School.

Among the superintendent's assistants is one who has a job well-spiced with variety. He is the assistant superintendent in charge of adult and vocational education.

He and his staff are responsible for the operation of a day adult school serving over 13,000 people; of five adult schools with an enrollment of over 65,000 in day and evening classes; and of the new John A. O'Connell Vocational Trade School and Technical Institute.

One of the important assignments of this assistant superintendent concerns labor and management. He works with many industries in developing training courses for employees. He consults with union and industrial leaders in establishing all kinds of apprentice training courses, such fields as ornamental iron, mill and cabinet, ship repair, and electricity.

In addition, hundreds of special courses are organized in adult and vocational training to fill the needs of individuals and groups wishing a specific course. In a recent year over 100 apprentice training classes were being operated by the school district, under the guidance of 50 advisory committees of labor and management representatives.

Field Work

The assistant superintendent in charge of adult and vocational education does not spend much time in his office. He is visiting schools, attending conferences with industrialists and union leaders, working with industrial arts teachers in developing new courses and procedures, and representing the school district at community meetings which deal with adult and vocational education.

His date book would show him meeting with such varied groups as the West Coast Lumbermen's Association, the San Francisco Labor Council, the Allied Printing Trades, the Dairy Industry Advisory Board, and the Associated General Contractors.

In a year's time he will make 25 or 30 speeches to groups as varied as the Apparel and Garment Association, the Maritime Training Service, the Butchers and Meat Cutters Union, and the General Motors Executives Association.

In addition to these activities, this assistant superintendent and his staff share with the individual divisions the responsibility for supervision of industrial arts shop classes in the elementary, junior high, and senior high schools of the city. This work involves such matters as safety, equipment, and courses of study.

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

ELEMENTARY SCHOOLS

School	*Address*	*Grades*
Alamo	Twenty-third Avenue and Clement Street	Kgn. thru 6
Alvarado	Twenty-second and Douglas Streets	Kgn. thru 6
Andrew Jackson	Grove and Clayton Streets	Kgn. thru 6
Anza	Anzavista and O'Farrell Streets	Kgn. thru 6
Argonne	Cabrillo Street and Eighteenth Avenue	Kgn. thru 6
Bay View	Bay View Street near Flora	Kgn. thru 6
Bessie Carmichael	Sherman and Folsom Streets	Kgn. thru 6
Bret Harte	Gilman and Griffith Streets	Kgn. thru 6
Bryant	Bryant and Twenty-second Streets	Kgn. thru 6
Burnett	1551 Newcomb Street	Kgn. thru 4
Cabrillo	Twenty-fifth Avenue and Balboa	Kgn. thru 6
Candlestick Cove	Wheeler and Lathrop Streets	Kgn. thru 6
Cleveland	Persia Avenue and Athens Street	Kgn. thru 6
Columbus	Twelfth Avenue and Kirkham Street	Kgn. thru 8
Commodore Sloat	Darien Way and Junipero Serra Blvd.	Kgn. thru 6
Commodore Stockton	Washington and Powell Streets	Kgn. thru 6
Crespi Home	Quintara Street and Twenty-fourth Avenue	Kgn. thru 2
Daniel Webster	Missouri and Nineteenth Streets	Kgn. thru 8
Douglas	Nineteenth and Collingwood Streets	Kgn. thru 6
Dudley Stone	Haight Street and Masonic Avenue	Kgn. thru 8
Edison	Twenty-second and Chattanooga Streets	Kgn. thru 6
E. R. Taylor	Burrows and Somerset Streets	Kgn. thru 6
El Dorado Home	Delta and Wilde Avenues	Kgn. thru 2
Emerson	California Street near Scott	Kgn. thru 5
Excelsior	London Street and Excelsior Avenue	5 and 6
Fairmount	Chenery and Randall Streets	Kgn. thru 8
Farragut	Holloway and Capitol Avenues	Kgn. thru 6
F. S. Key	Forty-third Avenue and Kirkham Street	Kgn. thru 6
F. S. Key Annex	Forty-second Avenue and Irving Street	Kgn. thru 6
Frank McCoppin	Seventh Avenue and Balboa Street	Kgn. thru 6
Fremont	Silver Avenue and Revere Street	Kgn. thru 6
Garfield	Kearney and Filbert Streets	Kgn. thru 6
Geary	Cook Street near Geary	Kgn. thru 6
George Peabody	Seventh Avenue and California Street	Kgn. thru 6
Glen Park	Brompton Avenue and Bosworth Street	Kgn. thru 6
Golden Gate	Golden Gate Avenue and Scott Street	Kgn. thru 4
Grant	Pacific Avenue and Baker Street	Kgn. thru 8
Grattan	Shrader and Grattan Streets	Kgn. thru 8
Guadalupe	Cordova and Prague Streets	Kgn. thru 6
Hancock	Filbert and Jones Streets	4 thru 6
Hawthorne	Shotwell and Twenty-second Streets	Kgn. thru 6
Hillcrest	Silver Avenue and Cambridge Street	Kgn. thru 6
Hunters Point II	Kiska Road near Southridge Road	Kgn. thru 3
Irving M. Scott	Tennessee and Twenty-second Streets	Kgn. thru 6
Jedediah Smith	Southridge Road near Hilltop	2 thru 6
Jedediah Smith Ann.	Southridge Road near Kiska Road	4, 5, adjust.
Jean Parker	Broadway near Powell Street	Kgn. thru 6

ELEMENTARY SCHOOLS (Cont'd)

School	*Address*	*Grades*
Jefferson	Nineteenth Avenue and Irving Street	Kgn. thru 6
John McLaren	2055 Sunnydale Avenue	Kgn. thru 6
John Muir	Webster and Page Streets	Kgn. thru 6
John Swett	727 Golden Gate Avenue	Kgn. thru 6
Jose Ortega Home	Vernon and Sargent Streets	Kgn. thru 2
Junipero Serra	Highland Avenue and Holly Park Circle	Kgn. thru 6
Kate Kennedy	Noe Street near Thirtieth Street	Kgn. thru 6
Lafayette	Anza Street near Thirty-seventh Avenue	Kgn. thru 6
Laguna Honda	Seventh Avenue and Irving Street	Kgn. thru 8
Lakeshore	Eucalyptus and Middlefield Drives	Kgn. thru 6
Lawton	Thirty-first Avenue and Lawton Street	Kgn. thru 6
Le Conte	Army and Harrison Streets	Kgn. thru 6
Lincoln	Harrison and Fourth Streets	1 thru 5
Longfellow	Lowell and Morse Street	Kgn. thru 6
Madison	Clay Street and Arguello Blvd	Kgn. thru 6
Mark Twain	Forty-first Avenue and Ortega Street	Kgn. thru 6
Marshall	Capp and Fifteenth Streets	Kgn. thru 6
McKinley	Fourteenth and Castro Streets	Kgn. thru 6
Miraloma	Omar and Sequoia Way	Kgn. thru 6
Monroe	Excelsior Avenue and Lisbon Street	Kgn. thru 6
Noriega Home	Noriega Street and Forty-fourth Avenue	Kgn. thru L3
Pacific Heights	Jackson and Webster Streets	Kgn. thru 6
Parkside	Twenty-fifth Avenue and Vicente Street	Kgn. thru 6
Patrick Henry	Vermont and Eighteenth Streets	Kgn. thru 6
Paul Revere	Tompkins Avenue and Banks Street	Kgn. thru 6
P. A. Hearst	Forty-second Avenue and Santiago Street	Kgn. thru 2
Raphael Weill	1501 O'Farrell Street	Kgn. thru 6
Redding	Pine and Larkin Streets	Kgn. thru 6
Ridgepoint I	Hilltop and Southridge Roads	Kgn. thru 3
Ridgepoint II	Harbor and Middlepoint Roads	Kgn. thru 3
R. L. Stevenson	Thirty-fourth Avenue and Quintara Street	Kgn. thru 6
Sanchez	Sanchez and Sixteenth Streets	Kgn. thru 6
San Miguel	San Jose Avenue and Seneca Street	Kgn. thru 6
Sarah B. Cooper	Lombard and Jones Streets	Kgn. thru 3
Sheridan	Capitol Avenue near Lobos Street	Kgn. thru 6
Sherman	Union and Franklin Streets	Kgn. thru 6
Spring Valley	Jackson and Hyde Streets	Kgn. thru 6
Starr King	Twenty-fifth and Carolina Streets	Kgn. thru 3
Starr King Annex	Twenty-fifth and Utah Streets	Kgn. thru 6
Sunnyside	Foerster Street near Hearst	Kgn. thru 6
Sutro	Funston Avenue and California Street	Kgn. thru 6
Twin Peaks	Corbett Avenue and Dixie Way	Kgn. thru 6
Ulloa (new)	Forty-second Avenue and Vicente Street	Kgn. thru 6
Ulloa (old)	Thirty-eighth Avenue and Ulloa Street	Kgn. thru L4
Visitacion Valley	Visitacion Avenue and Schwerin Street	Kgn. thru 6
Washington Irving	Broadway near Montgomery Street	Kgn. thru 6
West Portal	Taraval Street and Claremont Blvd	Kgn. thru 6
Winfield Scott	Divisadero Street near Beach	Kgn. thru 6
Yerba Buena	Webster and Greenwich Streets	Kgn. thru 6
Yerba Buena Island	School, Yerba Buena Island	Kgn. thru 6

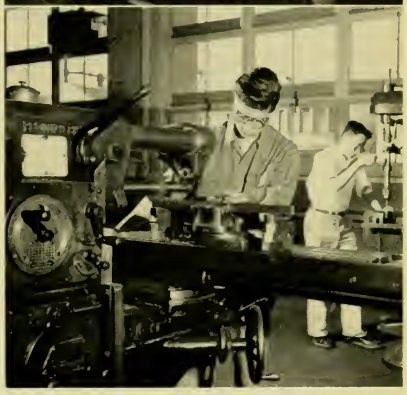
Salary Coordinator

June 30, 1947, was an important day for San Francisco's public school teachers.

On that day the Board of Education passed a resolution setting up "a single salary schedule of the preparational type for teachers."

What did this mean? It meant the end of the old system of paying teachers in accordance with the *grade* taught, with elementary school teachers being paid the least and senior high school teachers being paid the most. Now teachers would be paid according to the amount of college training and years of teaching experience in San Francisco; now a first grade teacher and a twelfth grade teacher would both get the same pay if their college training and experience were equal.

This changeover to a single salary schedule meant a lot of work for the newly appointed salary coordinator. It was his job to evaluate the college records of every teacher and to place each teacher in the correct pay bracket. How many upper division and graduate college units does this teacher have? How many years of teaching experience in San Francisco? The answers to these questions determined the placement of a teacher on the new salary schedule—the more college training, the higher the pay.



Top, elementary school children making Christmas gifts for children in hospitals.

Actual machine shop experience is offered in all but one of San Francisco's high schools.

Was the work of the salary coordinator completed, once every teacher was correctly placed on the salary schedule? No. Each year some 5,000 "in-service" courses are taken by teachers in order to advance up the salary ladder. The coordinator must keep track of the units earned.

And, when June 30 rolls around each year, the salary coordinator must certify to the superintendent of schools the position of each teacher on the salary schedule for the next fiscal year. In brief, the salary coordinator is the man who sees that the single salary schedule operates as it is supposed to.

Research

Research is important to all large organizations, be they banks, industrial plants, chain stores, or school districts. Research furnishes the statistical

data that make possible efficient day-to-day operations. Research provides the facts from which plans for the future are made.

Our school district's Bureau of Research ". . . conducts . . . surveys and studies . . . for the purpose of improving the instructional program."

In a year's time the Bureau of Research will make 15 to 20 special surveys. One may be concerned with the number of students who drop out of school and the reasons for these drop-outs. Another may deal with "retardation and acceleration in the elementary schools." Still another may be a "survey of arithmetic ability, Grades 10 and 11."

Testing, Testing, Testing

Several times in your school career you have had a battery of tests. They were a sort of personal inventory of your ability and your achievement in various fields of learning. This testing program throughout the school system is administered by the Bureau of Research. And, it is a *continuous* program —"a continuous program of evaluation of ability and achievement" of pupils. By means of this program of appraisal "teachers and administrators are able to measure the effectiveness of curriculum, of instruction, and of educational materials."

Where do the public school pupils of San Francisco live?

The Bureau of Research has the answer—a big map showing a block-by-block distribution of students throughout the city. In what district is the school population increasing most rapidly? The bureau knows—exactly.

What is the average daily attendance in all our schools? This is important for several reasons. State money for your education is apportioned on the basis of "A.D.A."; the data are used in the distribution of textbooks, the assignment of teachers and clerical personnel, in figuring school housing needs. The Bureau of Research handles this pupil accounting.

Suppose a pupil moves to San Francisco from some other locality and has no transcript of his record from his former school. The Bureau of Research gives him tests to determine in which grade he should be placed. The bureau evaluates transcripts from foreign countries—from China, Japan, Germany, Poland, Austria, Arabia, any place.

Can't Risk Guesswork

In a school system as large as ours, facts and figures must guide the Board of Education and the superintendent of schools in their decisions—guesswork might result in costly mistakes. Future needs must be forecast as accurately as possible.

Many of the "decision-determining" facts, figures, and forecasts are furnished our school administration by the Bureau of Research.

Things to Discuss:

1. What thinking do you suppose caused the Freeholders to provide a special method in the Charter for selection of the Board of Education?

2. All other counties in California elect their boards of education. Do you favor this method? Why?

3. What advantage is there in having the terms of Board of Education members expire at staggered times so that not more than two end their term together?

4. Should it be difficult or easy to "fire" a board member before his term expires? Explain your answer.

5. Board of Education members are paid only $100 a month? As an adult would you be willing to serve for that pay? Why?

6. Should the Board of Education actually "run" the schools? Why?

7. What is the reason behind the rule that the superintendent of schools make recommendation to the Board of Education as to whom should be appointed as his assistants?

8. Years ago individual members of the Board of Education "nominated" persons for teaching positions. Why do you suppose that method was changed?

9. Junior high schools are "district schools," senior high schools are not. Should they be?

10. If you had a choice, which position in the school system would you choose? Why?

11. Before 1947 teachers were paid according to *where* they taught, with elementary school teachers getting the least and high school teachers the most. Was this a fair arrangement? Why? Discuss.

12. From time to time in your school career you have been given a battery of tests. Why? Discuss.

CHAPTER SIX

Money, Money, Money

THE BUDGET—FINANCING THE SCHOOLS

Seven San Franciscans, five men and two women, are seated around a semicircular table in the meeting room at Board of Education headquarters.

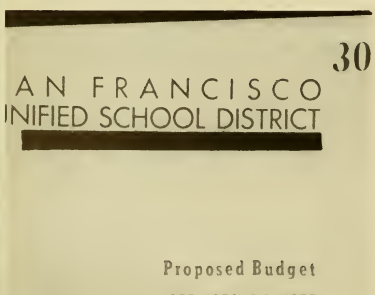
In front of each is a large, thick, grey book bearing the title, *San Francisco Unified School District Proposed Budget 1954–55.*

At one end of the table sits the superintendent of schools and at the other end is the associate superintendent for business affairs. Though the clock on the wall indicates that it is well after midnight, an attentive audience occupies every seat in the meeting room.

This night and a number of nights that came before and will come after are important—important for every man, woman, and child in San Francisco, whether he be one of the 20 per cent of the total population enrolled in the public schools, or one who owns a home, or operates a business, or is employed by the school district.

Vital Decisions

It is budget time—school budget time—and the seven San Franciscans, comprising the Board of Education, will make decisions that will affect in



This is the cover of a book that spells out, item by item, the expenditure of 35 million dollars.

some way every person in the city. Decisions of the board will affect the tax rate, the size of classes, the maintenance of the city's schools, the expansion or contraction of educational services in the public schools, and all the other varied activities of the San Francisco Unified School District.

School business is big business in San Francisco. It is big in the amount of money spent for you, big in the number of people employed to serve you, and big in the number of services rendered to the entire community.

Estimating Needs

For many months before presentation of the school budget to the Board of Education, the superintendent of schools discusses with individual members of his staff those items of the budget affecting each department. The purpose of these conferences is to insure that the proposed items for the budget are really needed and that no essential educational service is overlooked.

In due time the superintendent assembles the estimates of each department and division of the school system—estimates of the amount of money that is considered necessary to operate efficiently for one *fiscal* year.

The superintendent studies these estimates carefully. He consults with individual staff members. He reduces an amount here, raises one there, leaves another unchanged.

Finally, he consolidates all the estimates into a total, and that amount becomes the proposed school budget for the next fiscal year. The superintendent then presents the proposed budget to the Board of Education, together with a letter of explanation and recommendation.

Notice that this is only the *proposed* budget. The actual adoption of the budget—the acceptance, rejection, reduction, or increase of any item in it—is the job of the Board of Education. And it is a vital job because the Board's action will affect, not only the city's tax rate, but also the proper functioning of the schools for the next school year.

This work, and work it is, must be completed before August 10.

Services for All

The 1954–1955 budget contained nearly 300 separate divisions, so you see why it is that a serious-minded Board of Education may hold the after-midnight sessions described at the beginning of this chapter. The Table of Contents of the budget illustrates the scope of the school district's activities, illustrates the great variety of services that a big-city school system must provide so that *all* the children of the community receive the best possible education.

Let us glance through the proposed budget for 1954–1955. Here are expenditures for lip reading, speech correction, and remedial reading; for taxicab

and bus transportation for the physically handicapped and the mentally retarded, and for those elementary and junior high school students for whom there is no classroom space in their district. There is an item for senior high school graduation expenses—$14,378 to pay for diploma covers, cap and gown rental, and so forth.

Financial assistance is provided for veterans' counseling, visual aids, field trips, typewriter repair, piano tuning and band instrument repair, for the purchase of shop tools, for operation of child care centers and cafeterias. The West Portal Parent-Teacher Association gets assistance in the preparation of Braille booklets. Driver education ($7,500 for gas, oil, and maintenance), textbook purchase and rebinding of books, summer high school, school playground and gymnasium operation, the cost of this booklet you're reading, Americanization classes—all are items in the school district's budget. Heat, water, electricity ($157,000), gas, laundry, window cleaning ($41,000), paper towels ($25,000), pencils—we could go on and on . . .

Realization

The more one looks at the San Francisco school budget, the more one realizes the efforts that the citizens of our city and of our state make to provide truly *free* education for *all* the children.

The more we look at the school budget, the more we realize the importance of the teachers in the total picture; realize that theirs is the most important service provided in a school system. Our school district's budget heading, "Instruction—teachers' salaries," demonstrates this fact. More than 60 per cent of the total school budget is for the payment of salaries to San Francisco's 3,400 classroom teachers.

Teachers are the ones whose day-to-day work helps you along your educational road. From that very first day of kindergarten to the last day of high school and, if you wish, through two years of City College, your teachers have exerted an important influence on your life.

At this point it might be well for you to review a part of what you learned in Chapter 4.

You'll recall that the Board of Education is an agency of government created by the State. This means that the "Governing Board of the San Francisco Unified School District" is the final authority in adopting the school district's budget, which determines the school tax rate. The mayor and the Board of Supervisors have no authority to change or alter the school district's budget.

You'll recall, also, that the amount of tax the Board of Education may require to meet its budget is limited by State law to $2.00 per $100 of assessed property value, and that we are very close to this limit.

Aim Achieved

This limitation plus the reluctance of the board to cause a rise in tax rate above that of previous years account in part for the extra long and at times stormy budget sessions in recent years.

All of this is done traditionally at public hearings. The Board of Education, in its role as a representative body for all the citizens of San Francisco, is required to preserve a balance between what is educationally desirable and what can be afforded. Our board is highly regarded throughout California for its firm policy of making all of its meetings open to the public and its unfailing custom of inviting citizens to speak on matters under discussion.

Raising the Money

Not all the money to pay for our many and varied educational services comes directly out of the pockets of San Francisco's taxpayers.

Financial aid is received from the Federal government and from the State government. The contributions are substantial. They pay for about one third of our school costs.

State aid for education has its roots in the history of California.

Our first plan of government, the Constitution of 1849, provided for "a system of common schools . . . ," and our present constitution says, ". . . the legislature shall encourage by all suitable means the promotion . . . of public education."

Those are fine words, especially for 1849, but the people of California did not stop there. In 1926 they voted for an amendment to our present constitution that makes *certain* the State financial support for public education.

Says the amendent: "Out of the revenues from state taxes, . . . together with all other state revenues, there shall *first* be set apart the moneys . . . to support the public school system and the state university." No other State in the United States makes such a strong provision for the financial support of its public schools.

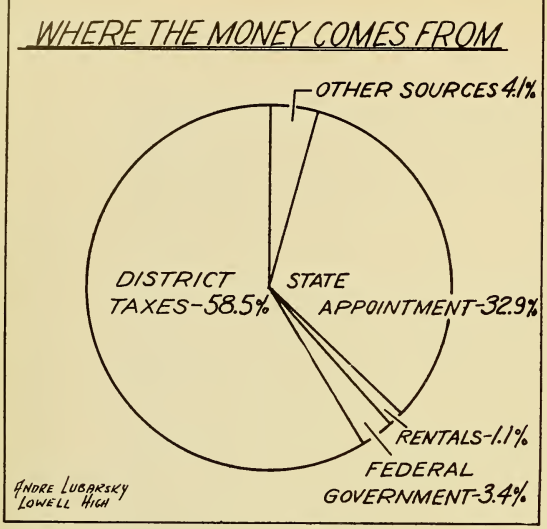
Average Daily Attendance

The amount of State money that San Francisco and all other school districts receive is dependent upon the number of students in average daily attendance and, to some extent, upon certain other factors.

Each pupil—kindergarten through City College—in average daily attendance qualifies the school district for about 66 cents a day in State aid. A small sum? Yes, but it adds up, adds up to more than 10 million dollars a year provided by the State for our city's school budget.

This "ADA"—this "basic aid," as it is called—is the largest single State contribution, but it is not the only one. California gives school districts additional money for the education of the physically handicapped (up to $400 per pupil) and for the mentally retarded (up to $150 per pupil). State money also helps pay for their transportation to and from school. The amount of $20,000 helps finance the Driver Education program. California pays San Francisco nearly half a million dollars a year toward the operation of the 25 Child Care Centers. This is approximately 45 per cent of the cost of these facilities.

There are other State contributions, but these are enough to serve as illus-



trations—as concrete illustrations of the way in which State law operates to encourage, broaden, and support public education for the young people of California. The contribution of the State of California to the budget of the San Francisco Unified School District is a sizable one; an estimated $10,700,000 for 1954–55.

Federal Aid

The State is not the only governmental unit that spends money on your education.

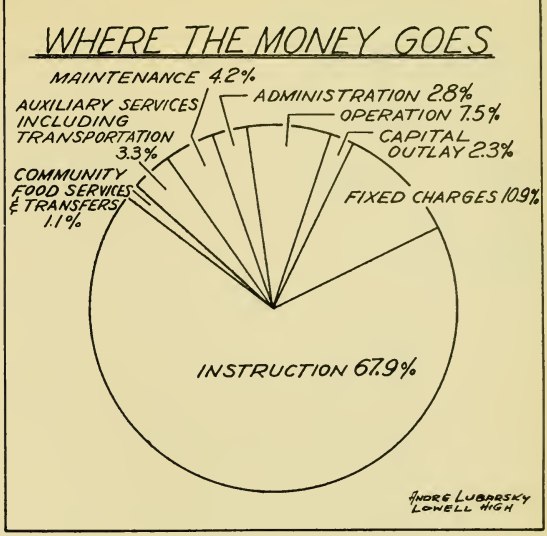
The Federal government helps, too—helps to the extent of more than $400,000 a year in San Francisco. Federal aid is provided for school cafeterias; for veterans' counseling, guidance, and tuition; for vocational education; and for students who live at military and naval installations, such as the Presidio and Hunters Point. The Federal government just recently has given the school district nearly a million dollars for the construction of a junior high school on Silver Avenue to serve the Hunters Point Area because of its nearness to the naval shipyard.

Federal legislation has for some time made legal Federal contributions to school systems whose long-range planning has been upset by the sudden influx into the district of hundreds and thousands of families—families brought here as a result of Federal government activities.

Sound Reasons

Why does the Federal government spend millions of dollars throughout the country year after year in support of public education?

The reason may be found in the very beginning of our history as an inde-



pendent nation. Federal aid to public education is tied in with something we call "The American Dream."

Part of that dream has to do with your education, your education for citizenship. It is a dream of teachers and school administrators. It was a dream of our colonial statesmen whom we knew as the Founding Fathers.

Thomas Jefferson's ideas reflected the thinking of our early-day leaders, reflected the point of view that education was a "must" in a government of, by, and for the people. He wanted elementary schools in every county, so placed that no child would be farther than three miles from a school. He wanted colleges within a day's horseback ride from each student's home.

Scattered throughout Jefferson's writings are evidences of his devotion to the idea of education for *all* citizens.

He wanted:

(1) "To give every citizen the information he needs for the transaction of his own business;

(2) "To enable him to calculate for himself, and to express and preserve his ideas, his contracts, and accounts, in writing;

(3) "To improve, by reading, his morals and his faculties;

(4) "To understand his duties to his neighbors and country, and to discharge with competence the functions [of citizenship];

(5) "To know his rights; to choose with discretion [his leaders];

(6) ". . . to observe with intelligence and faithfulness all the social relations under which he shall be placed."

Here, then, are the principles underlying State and Federal financial aid to public education.

Public money is expended on the education of the nation's youth for the purpose of preparing them for useful, upright citizenship.

Theories in Practice

It might be wise to pause at this point for a moment and take a close look at this business of State and Federal aid to public education.

The founders of the United States and most of the leaders who followed them were agreed that the education of youth in a democracy is essential if democracy is to succeed. They were agreed, too, that the responsibility for public education was the responsibility, not of the Federal government, but of the states. Furthermore, most of them agreed that the actual operation of the public schools should be placed in the hands of the people of each community.

How does this all work out in practice?

Federal financial aid, but not control, goes to school districts that are in need of help in order to provide a particular service. Federal aid for industrial and technical training is an example of this.

The State's responsibility is well-illustrated in California by the "basic aid" of $120 a year for every pupil in average daily attendance, and the special payments, such as for the physically handicapped.

Actual operation of the public school system is in the hands of each local community, and the citizens of the local community pay most of the cost.

Thus we see how the ideal expressed by the founders of our democracy—education of *all* the citizens for intelligent participation in their government—becomes a reality through the partnership of Federal, State, and local government.

The Final Steps

Let us return to our own Board of Education. We left it wrestling with the budget.

In due time—August 10 is the deadline—the board will complete its study and discussion. It will make its decision; it will adopt the budget that will finance our public school system for another fiscal year.

Shown in the adopted budget will be all the income that is expected from the State and Federal governments; from counties that are paying tuition for their students who are attending our schools (mainly City College); from rental of buildings owned by the school district (like the Lincoln building at Fifth and Market Streets); from the sale of any land or buildings; from library fines; and so on.

After all this income is deducted from the total budget figure, the remainder is the amount that must be raised by San Francisco's property owners; the amount that must be added to the city's budget; the amount that will show up in the city's tax rate.

The city controller now computes the school tax rate, gives that figure to the Board of Supervisors; and then the supervisors are required by law to accept it without making any changes. The supervisors are also required to include the school tax rate in the city's total tax rate. When the tax collector sends out the tax bills to property owners he shows on the bill that part of the tax rate that is for schools.

School money—all of it, from whatever source—must be deposited with the city treasurer, and all of it must be spent through the city controller's office by means of checks, or "warrants," as they are called. Just how this is done will be explained in Booklet VI.

For Reflection

How much does a year of your education cost the taxpayers? The cost varies in different grades. For each of you in high school it costs the taxpayers $470 a year. A junior high school pupil costs $442 a year; one in elementary school, $311; in City College, $512.

The *reason* the people of our city, state, and nation, are spending their money on you is that they *know* that education is one key to happiness. They are convinced that by providing you with educational opportunities they are giving you the skills and the attitudes that will make you a "socially effective citizen in our American democracy."

Whether you make the most of those educational opportunities, whether you develop those skills and those attitudes is up to you.

How the Money Is Spent

The most simple budget will not operate successfully without controls. If you don't realize this now, just wait. When you get older and have to budget your pay check you'll quickly learn about controlled spending.

Right now you'll certainly agree to this: in the spending of a budget of nearly 35 million dollars a year there must be controls. There must be orderly spending, there must be complete records kept of that spending, there must be accurate accounting of every nickel.

ASSOCIATE SUPERINTENDENT, BUSINESS AFFAIRS

In our school system, the control of spending is the duty of the Business Department, headed by an associate superintendent of business affairs. Like the assistant superintendents, he is appointed to his position by the Board of Education on the recommendation of the superintendent of schools.

The Business Department is organized by divisions, three of them. They are the Division of Accounts, the Division of Supplies, and the Division of Buildings and Grounds.

Let us look at the Division of Accounts.

It operates the controls over the school district's budget. It makes sure that every purchase, from pencils to the building of a new school, has been authorized by the Board of Education and that the money for every expenditure is in the school budget.

This function is so important that a person with the rank of an assistant superintendent, whose title is chief of the division of budgets, is placed in charge.

Systematic Spending

The Division of Accounts sees that all supplies are ordered in the proper manner; that bills are paid; that the payroll for the thousands of school district employees is prepared. And, at the end of the fiscal year the Division makes a thorough and painstaking audit of the year's expenditures.

All this is exacting work. To keep the records straight requires the careful attention of 55 accountants, bookkeepers, stenographers, typists, and other clerical personnel, all of whom are civil service employees. They get their positions through examinations conducted by the city's Civil Service Commission, but they are paid by the school district.

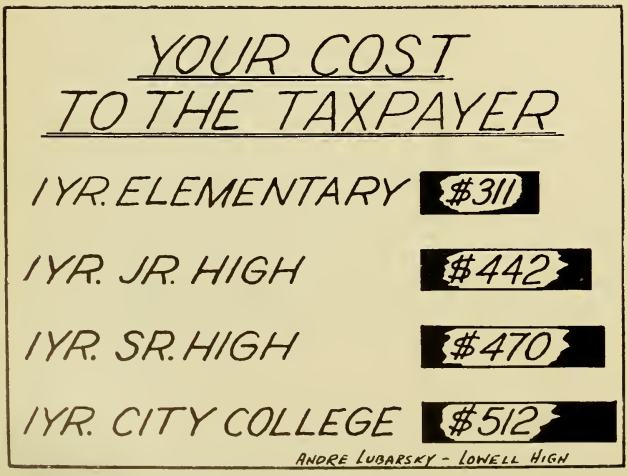
The Business Department of the school system, through its Division of Accounts, might be called the financial watchdog of the school district's budget.

By means of daily reports, monthly reports, quarterly reports, semiannual reports, and so on, the Division of Accounts is able to answer questions of Board of Education members and of the superintendent of schools on the day-to-day spending of the budget.

Suppose somebody, say a principal, wants some new equipment for his school—for example, a shop lathe.

The money for such a purchase must first be included in the school district's budget. The principal knows this, so he sends a request to the Central office for such equipment.

If the superintendent and his staff approve the request, the estimated amount for new equipment is included in the *proposed* budget and submitted to the Board of Education. We'll assume that the Board of Education agrees with the superintendent that this expenditure should be made and, therefore, allows enough money in the budget for the purchase. This means that the principal will get his new equipment—in due time.



DIVISION OF SUPPLIES

The "due time" includes the necessary steps that must be taken by the Business Department. First, there is the formal requisition that must be submitted by the principal to a special section of the Business Department. It is the Division of Supplies. This division checks the specifications, and, if the requisition is in proper order, approves it. You will learn more about the Division of Supplies in a moment, but right now we'll follow this principal's requisition.

From the Division of Supplies the requisition goes to the Division of Accounts. There it is checked against the school budget. Has the money been allotted for the equipment? Yes, so the requisition is sent to the next meeting of the Board of Education and the board passes a resolution authorizing purchase. The board approval is the signal to the Division of Supplies to go ahead and order the equipment. It does this by sending a *Requisition for Purchase* over to the city hall headquarters of the city purchaser. You'll learn what this official does when you read Booklet VI.

Equipment Received

One fine day the principal receives his new equipment and signs a receipt that the equipment is just as he ordered. He is satisfied.

Paying the Bill

The Division of Supplies also certifies that the material was received and that it was exactly as specified in the purchase order. The bill goes to the city purchaser and then to the city controller, who pays the bill from the school district's funds.

At each step of this procedure the Division of Accounts has kept its own records for the Board of Education and for the superintendent of schools.

The Business Department of the San Francisco Unified School District, through its various divisions, has done what we said it was supposed to do at the beginning of this section—operated budgetary controls, controls over the spending of the taxpayers' money.

You have learned how the school district's yearly budget is prepared; how it is approved; and where the money comes from to pay for one year of your education.

You know, too, that this money, from whatever source—State government, Federal government, the taxpayers of San Francisco—is deposited in one place, the city treasury.

How is the money spent and for what?

Largest Item

More than 65 per cent of the budget is spent on salaries. More than two million dollars a month is paid to the 6,000 San Franciscans who are em-

ployees of the San Francisco Unified School District. Of this number, approximately 4,300 are "certificated personnel"—administrators, supervisors, deans, counselors, regular teachers, substitute teachers. Others: 1,180 civil service employees, 370 cafeteria workers, 260 Child Care Center employees. Certificated personnel are paid once a month; all others are paid twice a month.

Keeping the records, figuring up the pay, and performing the many other clerical duties involved in paying these thousands of employees is the job of the 11 people who work in the school system's Payroll Section. It is a part of the Division of Accounts, about which you will read later.

Here, briefly, is what has to be done in order for an employee of the school system to get a pay check labeled "City and County of San Francisco":

Each principal keeps two time sheets, one for the teaching personnel and one for the nonteaching group. At a specified time he sends the time sheets to Room 306 at the Board of Education headquarters, 135 Van Ness Avenue.

The Payroll Section, using its Control Cards, begins to work the principals' time sheets. There is a Control Card for each employee. It shows everything about an individual's pay—his pay scale, total time served, sick leave, absences, and so on.

To Controller

From the Control Cards, the Payroll Section completes or "extends" the time sheets, and sends them to the city controller. In the case of civil service employees, the time rolls go first to the Civil Service Commission for checking, then to the controller.

The controller makes up the actual payroll and prepares the salary warrants (checks). His office takes out all the deductions—income tax, pension payments, health service payments, and so forth—before making up the salary warrants. Each employee gets two pieces of paper when he is paid. One shows the amount earned and the amount of each deduction; the other is the actual pay check.

The city treasurer's place in the payroll picture is simple. He has the money. He pays out the specified amount to whoever cashes an employee's warrant.

Summer Sadness

Years ago teachers were paid their salaries in 10 equal installments. When summer rolled around there were no pay checks for two months. This practice worked a hardship on many teachers who couldn't or didn't save enough to tide them over until fall. In 1943 the voters approved a charter amendment which changed the system so that now teachers are paid in 12 equal installments.

Remember the *fiscal* year under which all governments operate? The end of each fiscal year is a busy one for the Payroll Section. Some 6,000 Control Cards must be balanced, salary changes noted, new cards made for new employees, and accounts closed out on those who have died, retired, or resigned.

While you are enjoying your summer vacation, the people in Room 306 at 135 Van Ness Avenue are busily getting ready for the new term, busily processing the mountains of papers, cards, and ledgers so that the 6,000 employees of your school system will continue to receive their pay on time and in the proper amount.

Fixed Charges

Notice that the chart on page 117 indicates that 10 per cent of the school district's budget is for Fixed Charges. As the title suggests, these are charges that are *fixed*, charges that can't be reduced, that must be paid. What are they? They are mainly payments that must be made for insurance, for workmen's compensation and accident claims, and for contributions the law requires the school district to make to the state and city employees' retirement funds.

Auxiliary Services

Three per cent of the budget is for Auxiliary Services. These cover a multitude of items, such as student guidance and placement service, operation of the Attendance Bureau, provision for school nurses and other health services, and transportation of pupils.

Capital Outlays

From time to time the school district must purchase new desks, tables, chairs, machines, and tools for vocational arts and so forth. From time to time the school district will buy land for new school buildings, will buy building plans. Such expenditures are called Capital Outlays, and, as you can see by the chart, they account for about three per cent of the school budget.

Smallest single item in the budget, a little over one per cent, is for two services—Food and Community. Food Services include the supervision and maintenance of cafeterias and the providing of about $18,000 worth of free meals to needy children. Community Services include veterans' counseling and the recreation program, both of which you've read about, and Civic Center activities. Civic Center activities will be explained in Chapter 7.

Administration takes only two and a half per cent of the school district's budget. This item is self-explanatory. It is concerned with seeing that the schools are operated as the Board of Education intends them to be operated and that the school system's financial matters are handled in accordance with sound business principles.

Keeping You Supplied

Are you using a pencil that was given to you by your teacher?

If so, it is only one of nearly 300,000 pencils that your San Francisco school system must buy each year.

Getting that pencil to you, as well as the hundreds and hundreds of other items that are necessary for the efficient operation of a school, is the job of a special section of the school district—the Division of Supplies. It is the responsibility of this division to see that your high school and the 137 other public schools of the city receive the required instructional, janitorial and operation supplies each year. The division is headed by a supervisor of supplies.

This is how the Division of Supplies operates:

Every school principal is provided with an up-to-date catalog of the various supply items that are carried in stock at the school system's warehouse, 1440 Harrison Street. The catalog is big. It lists more than 3,400 items, from *ammonia* for home economics to *zinc* for industrial arts. And paper! There are 192 *different* kinds and sizes!

Each year your principal gets an estimate from your teachers as to how many pencils, how much binder paper, and so on, will be needed for the term. He checks the quantities needed by his school on a mimeographed Term Requisition list that is furnished him by the Division of Supplies.

Using the warehouse catalog, the principal orders by what's called a General Requisition any special items he needs—items which are not listed in the Term Requisition.

When all the schools have turned in their term requisitions to the Divisions, the Division totals the items ordered by the schools and checks the warehouse to see if there are sufficient supplies of each item to fill all orders. If there are, the school orders are filled; if there aren't, an emergency order is placed with the city purchaser.

Repairs and Maintenance

There is another type of General Requisition. This is for the repair and maintenance of school equipment. Perhaps a typewriter needs repair, some desks need refinishing, or something is wrong with a sewing machine, a business machine, or a cafeteria refrigerator. The Division of Supplies sees that the work is done, either by the school system's own repair shops, or by privately owned repair shops that have contracts with the school district to do such work.

Requisitions for equipment are also sent to the Division of Supplies, and the Division does the necessary processing before sending them to the city purchaser.

All *supplies*, whether for stocking the school district's warehouse, or as emergency orders, as well as all *equipment* are procured through the city purchaser.

You will learn in Booklet VI what the city purchaser does, just how he fills the orders of the school district and those of *all* city departments. It should be noted here that the school district pays the city government for the services rendered by the city purchaser; pays the salaries of two assistant purchasers, who handle purchase orders prepared by the Division of Supplies.

Any way you look at it, the Division of Supplies is an important part of our school system. It is responsible for the expenditure of approximately

two million dollars a year. It processes over 22,000 separate requisitions each year—requisitions for microscopes, pianos, industrial arts machinery, pencils, typewriters ($30,000 worth of new ones a year), mimeograph paper (40,000 reams in two different sizes), for the printing of this booklet you are now reading, and for the hundreds and hundreds of other items used by you in the process of getting an education.

DIVISION OF BUILDINGS AND GROUNDS

Go back to the chart on page 117.

Notice that *Operation* of the school plant takes 7.4 per cent and *Maintenance* requires 4.2 per cent of the school budget, a total of 11.6 per cent. One man in the school system is responsible for both the operation and maintenance of our schools; responsible for the spending of that 11.6 per cent of the budget.

He is the assistant superintendent of buildings and grounds. Like all other assistant superintendents, he is appointed to his position by the Board of Education upon recommendation of the superintendent of schools.

Sleepless Nights

Suppose it starts to rain hard late at night. If you are awakened by it, you probably roll over and sleepily thank your lucky stars that you are not out in the storm. Soon you are back to sleep.

But it's not that way with the assistant superintendent in charge of buildings and grounds. He'll lie there in bed worrying—worrying about which play yards will be flooded in the morning; about the number of telephone complaints he'll get concerning leaky schoolhouse roofs; about the possible damage to buildings under construction; and about a host of other matters.

He has a number of assistants who help him worry and who help him to solve his problems. There is a supervisor of maintenance, a supervisor of building utilization, a supervisor of custodians, a supervisor of grounds, a chief operating engineer, a foreman of carpenters, and a foreman of stockmen.

The assistant superintendent in charge of buildings and grounds and the over 600 civil service employees are responsible for janitorial service and supplies, for gardeners, for engineers, for ordering fuel oil to heat the older schools (30 per cent use oil, 70 per cent gas), for repairs of all kinds to both buildings and equipment, and for the general supervision of the school building program.

Responsibilities

Would you want to be responsible for the operation and maintenance of 38 public school buildings? For the repair and overhaul of the furniture in 1,200 classrooms? For 150,000 pieces of furniture? For 90,000 window shades? For 3,000 typewriters? Somebody has to be and you know who it is—the assistant superintendent in charge of buildings and grounds.

Should you look through the requisitions that pour into his office every month you'd be amazed—amazed at the number, amazed at the different kinds. Here is one from Balboa. It lists 34 jobs that must be done—repair a lock in Room 127, install a faucet in a shop, renew a valve in an air compressor, install guards on pump couplings in the engine room, and so on and on. There are 41 requisitions from Galileo, 76 from Mission, others from Lowell, Lincoln, Washington, Polytechnic. Here are 62 requisitions from City College, hundreds of others from the junior high and elementary schools. Processing and expediting the mountains of paper work is performed by the clerical staff of the assistant superintendent of buildings and grounds.

During an average school month 1,600 to 1,800 requests for emergency and minor repairs are received by the Division of Buildings and Grounds. And the cost! Service work orders exceed $30,000 every month!

Different Methods

The maintenance and repair of our school buildings and equipment is handled in several different ways.

Approximately 70 per cent of the work is performed by the city's Department of Public Works Repair Division. The school district pays the city for this service. Other work is handled on a contract basis. Window washing and elevator maintenance are examples of this contract method. The third way the school district operates in maintenance and repair is to have its own shops. Examples of this are the repair and overhaul shops for school furniture, for window shades and stage draperies, and for typewriters. These shops are located at the school district's warehouse, 1440 Harrison Street.

When a school principal submits a requisition for repairs to his school building or the grounds, it is sent to the office of the assistant superintendent of buildings and grounds. He has the authority to approve or reject the requisition if it requires an expenditure of less than $200, and most of them do. If approved, the requisition is sent to the city's Department of Public Works and the work is done. When a requisition is in excess of $200 it must be approved by the Board of Education upon the recommendation of the superintendent of schools.

One might suppose that the operation and maintenance of the school buildings and grounds would be enough to keep the Division of Buildings and Grounds busy, but this division is also charged with the supervision of the school building program.

Building a School

Suppose you were the superintendent of schools and the Board of Education ordered you to build a new schoolhouse.

How would you go about it? Perhaps you think it would be an easy job—you'd just pick a site, draw up a set of plans, and hire a contractor. But it isn't that simple, not by any means.

In building a home for yourself you are more or less a "free agent." It's your money or money that you have personally borrowed, and you spend it about as you wish.

In the building of a schoolhouse *public* money is being spent, money that has to be accounted for down to the last nickel. In building a schoolhouse there are many public officials who have a say in what is done; many procedures that must be followed before the doors of the new building are ready to be opened for students.

Big Program

San Francisco is nearing the completion of a tremendous school building program—a program that started in 1948 when the voters approved a $48,890,000 bond issue for this purpose. Following the voters' approval, the Board of Education and the superintendent of schools devised a plan for the orderly and careful spending of the money.

This plan was centered in a particular office at the Board of Education headquarters—the office of the assistant superintendent of the Division of Buildings and Grounds. This official operates under the *orders* of the Board of Education and the superintendent of schools and under the *direction* of the associate superintendent of the Business Department.

Focal Point

Should you visit the office of the assistant superintendent of buildings and grounds you would find it an interesting place.

Around the walls are large colored sketches of new schools—Luther Burbank Junior High school, A. P. Giannini Junior High School, Hillcrest, Twin Peaks, Starr King, Anza, and so on. One of the walls is a mammoth cabinet of open shelves filled with blueprints of schools that have been built, are being built, or are to be built from the 1948 bond issue money.

A cabinet in one corner contains large volumes, the pages of which are as big as those of a newspaper. The volumes are titled *San Francisco—Volume 1, San Francisco—Volume 2,* and so on through Volume 11. These books show every single block in the city and what is built or not built on each lot of each block. In addition, there are volumes of aerial maps of San Francisco large enough to show every building in the city, including your own home.

There are several large drafting tables in the room and on top of one of them is a chart entitled *Record of School Building Projects, San Francisco, California.* This chart lists the name of each new school. Following each school name are over 30 check-off spaces across the face of the chart. One can see at a glance just what has been done and what must be done before each new school is completed.

Let us examine this chart for a moment. We'll take a particular school and follow it through to completion. Of course, much preliminary work has to be done before a school actually gets its name on the chart, but that need not concern us here.

Many Hands

First off, the superintendent of schools and his staff recommend a site to the Board of Education. The recommendation is based on a study of population density in the area, transportation facilities, and many other factors. The board examines the proposed site and, we'll assume, approves it.

Next, the City Planning Department checks the site in relation to the city's Master Plan. You read about the Master Plan in Booklet IV. After this the Board of Education recommends purchase, the director of public works approves the site, and the city's director of property buys it.

The next official to enter the picture is the city engineer. He sends his men out to the site to make a survey and to make test borings. In the meantime an educational consultant, hired by the Board of Education, makes a thorough study of the educational requirements of the district that will be served by the new school and prepares a guide for the architects. The recommendations of the educational consultant are reviewed by interested educational groups and by the Board of Education. Changes may be made and, finally, the Board of Education approves the plan and hires an architect.

We have now reached an important point—the preliminary plans stage—after a long round of consultations and discussions involving the director of public works, the city architect, the Art Commission, the superintendent of schools and his staff, and the Bureau of Building Inspection. This bureau checks the preliminary plans to see that they conform to the San Francisco Building Code.

Eventually the Board of Education approves the preliminary plans and an estimate of the cost. The architect makes up the final working drawings.

"*Now*," you might say, "the contractor will get to work building the school."

Not yet. There are more reviews—many more.

The architect's final working plans are checked by the educational consultant, the city architect, the city's Bureau of Building Inspection, the Art Commission, and the superintendent of schools and his staff. The State, too, has a hand in the checking of the architect's final working plans. Its main interest is safety. School buildings must be safe—safe from the standpoint of fire, earthquake, and other factors, so the State Division of Architecture, the State fire marshal, and the State Division of Industrial Safety each examine the plans.

All of this checking takes weeks, months.

At long last the final working plans come back to the Board of Education; it approves them; the director of public works advertises for bids on the job; and the contractor submitting the lowest responsible bid is awarded the contract.

Work on building the new schoolhouse actually gets under way!

There is continuous inspection during the course of construction, but in due time the structure is completed, the Board of Education accepts the building, and another new San Francisco school is placed in operation.

It Has to Be

Does this seem like a long drawn-out process?

Well, it is, but there are reasons for it.

Remember, the money used for the construction of a schoolhouse is money put up by the taxpayers. They must be protected. They must get their money's worth.

Every step, every review, every safety check is required by law, either by the city charter, by building codes, or by the State of California so that a new school building will be soundly built, will be economically built, will be pleasing to look at, and properly designed for efficient operation.

Things to Discuss:

1. The school district and all other governmental agencies operate on a *fiscal* year. What is that?

2. All the hearings of the Board of Education on the school budget and other matters are open to the public. Why should they be?

3. It has been said that the financial contributions of the Federal government to public education are a part of the "American Dream." Discuss this in class.

4. Actual operation of the public school system is in the hands of each local community. Why is this desirable?

5. One of the goals of education is "a socially effective citizen." How do you interpret that?

6. As an agent of the State, the Board of Education has a unique position in relation to the city government of San Francisco. What is that unique position?

7. Of the some 6,000 San Franciscans who work for the San Francisco Unified School District, approximately 4,300 are "certificated personnel." What does that mean?

8. Name a Community Service of the school district.

9. School supplies are obtained by means of competitive bidding. Is that a good method? Why?

10. Suggest some differences between school operation and school maintenance.

RET
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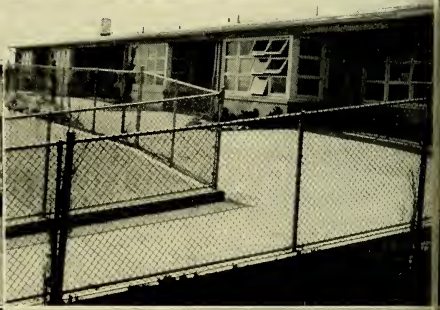
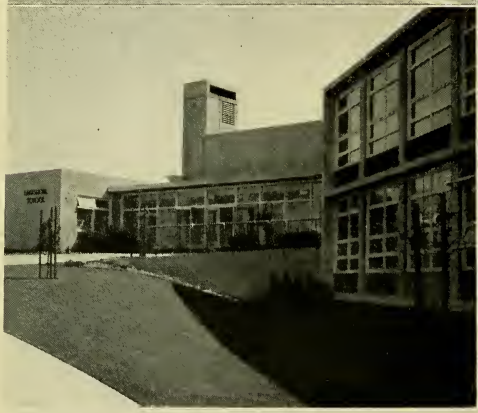
CHOOL

ANZA-SCHOOL





STARR KING
ELEMENTARY SCHOOL

CHAPTER SEVEN

For All the People

CIVIC CENTER ACT

To most of us Civic Center means the area around which are grouped the city hall and other public buildings. But did you know that every public school building in California is considered a civic center? It is—by law, by that part of the State Education Code known as the Civic Center Act.

What does this mean? Simply that when school is not in session public school buildings may be used as meeting places for all kinds of citizen groups. Local boards of education are authorized to permit the use of school buildings for meetings at which people "may . . . discuss any subjects and questions which (pertain) to the educational, political, economic, artistic, and moral interests of the citizens of the community . . ."

That covers just about every kind of organization imaginable, except one. The exception is an organization or group that is subversive. Such a group is barred from using a schoolhouse as a meeting place.

Safeguard

To prevent the use of a schoolhouse by subversive elements, *every* organization requesting the use of a schoolhouse must sign a statement that it ". . . does not . . . advocate the overthrow of the government of the United States or of the State of California by force, violence, or other unlawful means . . . that it is not a communist-action . . . or communist-front organization. . . ."

The panel of pictures at the left illustrates what was done with the $48,890,000 bond issue for schools that was approved by the voters of San Francisco in 1948. Left, top to bottom: Bret Harte, Anza, Lakeshore, Ulloa. Right, top to bottom: Miraloma, Ortega, Starr King, Mark Twain. All are elementary schools. Complete list of all new schools is on Page 34.

Free to Most

The law states that boards of education must make schoolhouses available to community organizations free of charge *if* the organizations do not make an admission charge. When an admission charge is collected and the money so collected is *not* to be used for the local school district or for charity, then the board of education may charge for the use of the building.

Most people agree that the idea behind the Civic Center Act is good; that schoolhouses should be used as community centers and available for use by community organizations. There is some disagreement, however, over the free-use provision of the law; disagreement as to whether it is right and proper for boards of education to have to pay for the extra janitorial service that is necessary when schoolhouses are used by community organizations.

In small towns this extra janitorial service doesn't amount to much. The schoolhouse is used perhaps a couple of nights a week, and the janitor takes care of everything as a part of his regular work.

Big Cities Different

In large cities this free-use provision of the Civic Center Act becomes an expensive matter. San Francisco, for example, has not one, but 90 school auditoriums; has not one schoolhouse, but 112. In a year's time the superintendent of schools gets over 600 separate requests from organizations wishing to use school buildings, and some of the requests are for use of a school building once a week for the entire year. Because fewer than 10 per cent of these organizations charge any admission, they are, by law, permitted free use of the buildings. Yet, janitorial service, light, and, in many cases, heat must be provided. The result? The free use provision of the Civic Center Act costs the school district over $40,000 a year.

Some boards of education in the large cities of California would like to see the Civic Center Act amended by the State legislature so that certain community organizations using a school building would be required to pay at least the janitorial services they make necessary.

Will the legislature change the law? The school boards are not very hopeful. They know that community organizations will oppose having to pay for something they now get free.

PROBLEMS OF PUBLIC EDUCATION

So far this booklet may have shown in spots our pride in the schools, in the pupils, and in the work they do. We are proud of public education in America and in San Francisco.

But not all the problems affecting education have been solved by our forefathers or by this generation of adults. There are problems not alone peculiar to San Francisco nor even reserved to teachers.

The persistent problems of education should be the concern of all who believe in the necessity of an educated citizenry to protect and perfect our form

of government. And since these problems have no pat answers, we offer these problems for your thoughtful consideration.

How Do We Pay for Education?

We put education of all our youth as a vital necessity. Yet, in time of high expenditures for defense, for luxuries of every sort, and for social improvements in our country, how can we raise money to provide high-quality education for all?

How Can We Improve the Teaching of Citizenship?

Now as never before we need citizens who are loyal and who can resist evil influences. We are sure that active day-to-day citizenship habits of voting, becoming informed on issues, respecting property rights and human rights, placing the good of all above selfish interest are vital to the forward movement of our country. How can our schools move citizenship from the textbook into the field of action and habit?

Who Is to Teach Moral and Spiritual Values and How?

Moral and spiritual values handed down from early times support and give strength to the culture and social order of our world. Right thought and action spring from sound moral and spiritual bases. How much of the responsibility to develop this habit of right thought and action can be assigned to the schools? How much to the church? To the family?

How Can We Apply More Effectively the Findings of Research to Improve the Art of Teaching the Fundamentals?

The recent war was the proving ground for quick and effective ways of teaching large groups of men. New discoveries in the psychology of learning are constantly appearing, techniques and understandings about how people learn, how to make them want to learn, and how to help them remember what they learn. How can school people take advantage of these new ideas for more effective teaching and yet avoid being criticized for progressivism or departure from time-honored but possibly less effective methods?

How Shall We Deal With Segregation?

Although desegregation is presently being studied by the United States Supreme Court, the problem is an ancient one and may not be solved in a hurry. One part of the problem is the desire of some citizens of America to draw a color line in the schools. Another part is the desire of other citizens to form special schools in contrast to comprehensive schools. Should our country educate all the children of all the people to their full potential?

What Shall We Do About Drop-Outs?

In San Francisco every fifth child in the ninth grade quits school before the twelfth grade! If high school education is important for the contribution it makes to the good citizenship of its graduates, what happens to the 20 per cent who start high school and never finish?

The drop-out rate for the nation as a whole is about 50 per cent; out of every 100 pupils who begin the first grade, 50 do not graduate from high school. What does this loss of skill, of training, of productive capacity mean to our country?

Selective Service in the Korean War rejected 19 per cent of those called over the nation for illiteracy; in the states having the poorest educational level, 43 per cent, 45 per cent, 48 per cent, and 58 per cent were rejected for illiteracy!

What can be done about this?

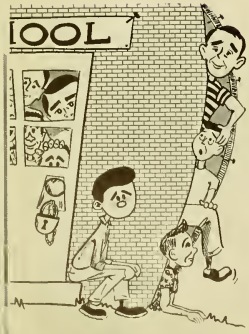
How Can We Secure Informed, Constructive Citizen Participation and Avoid Ignorant and Selfish Attacks on Public Education?

The tradition of citizen participation in local school affairs is as old as the New England town meeting in America. But the complications of city life have made communication and unity of purpose among groups more difficult now than formerly.

How can education retain the confidence of the people and yet secure continuing constructive criticism?

The problems briefly mentioned above are not the only ones confronting the citizens of the nation. There are some others you may wish to discuss:

1. What can we do about cultural lag? We can produce an atom bomb; can we control it?
2. How can we solve the teacher shortage?
3. How much adult education is required as the life span lengthens?
4. What is the role of the school in reducing the delinquency of young people?
5. What will automation mean so far as leisure and the need for education are concerned?



TEACHING AS A CAREER

Have you ever thought about teaching? Have you helped someone learn to swim, or dance, or fish, or find a book in a library, or solve a problem?

You have read about the work of teaching in kindergarten, elementary school, junior high school, senior high school, and City College. You have learned of special work in vocational training, adult education, counseling, and in special subject fields.

Is there a place for you in this profession?

Let's take a look at teaching as a lifework.

Since this series of booklets is concerned with citizenship, perhaps we should note first of all that passing on to youth the culture of the past and developing in youth the skills of worthy citizenship is a primary duty of teachers and teaching. The tradition of an enlightened citizenry and therefore the development of a corps of well-trained teachers is an old and honorable strand in the history of our nation.

Teaching is a profession offering to those properly qualified a wide variety of choices. One can teach in the country, in the suburbs, or in the big cities. A teacher can work with little children, in secondary schools, in colleges, or in the graduate level of universities. Teachers are needed to teach the basic three r's, the fine arts, the assembly of diesel engines, physical training, trigonometry, the fine points of literary criticism, foreign languages, theoretical aerodynamics, lip reading, or any of the skills or appreciations needed for good and effective living in our great country.

One Must Give to Receive

If you were to choose to teach, what should you expect to give and what could you expect to receive?

1. You must give understanding and show friendliness to your students. You must like to work with people.
2. You must, yourself, be interested in learning and you must be enthusiastic about helping other people share in the pleasure of learning.
3. You must be of good character, forceful and dependable, and you must possess the traits of honesty, objectivity, sincerity, morality, patience, and fairness.
4. You must devote your entire energy during the school year to your students, their activities, and their work. You must at the same time continue throughout your life your own education by constant reading and frequent formal study. For all this you can expect to receive a modest but regular salary, and if your work is well-done, a rich harvest of friendship from your students.

When you think of bargains, think of your public school education! When you think of value received, think of your public school education!

There's another question, too, that should pop up in your mind. It is this: "Why was all this done for me?"

That's a good question.

Certainly the citizens of San Francisco and of California didn't spend their hard-earned money year after year just to keep you off the streets. No, they were investing their money in your future and in the future of our country.

Should we attempt to answer the question fully it would take many, many pages. A complete answer would necessitate a survey of the history of the United States, an examination of the philosophy of the men who founded the United States, and a review of the activities of those dedicated men and women who have and who are right now working for the cause of free public education.

Of this you can be sure: there was reason, logic, and purpose behind the expenditure of time, effort, and money in order that you might reach the point of graduation from high school. All believers in representative government have felt that education for all citizens was essential to the success of our kind of government.

You Have Arrived

You are now an important part of the "American Dream" that we read about in the first few pages of Chapter 1.

You have gained what you, as a young American, were *entitled* to; what you, as a young American, were *required* to get—a free public education.

What will you do with this education?

Your responsibility is simple and it is clear-cut.

It is to order your personal attitudes and actions so that you will live an upright, useful life.

It is to do whatever you can, however small, to make your city, your state, and your nation a better place in which to live.

And, it is to lend your active support to any enterprise that is aimed at improving education.

By such conduct you will prove to the citizens of San Francisco and of California that they were right in paying the cost of giving you 12 or 13 years of education; that you were a good investment.

For All the People

Soon you will graduate from high school.

Soon you will be a voting citizen in a community that for the past 12 or 13 years has spent several thousand dollars on each of you so that you would finally reach this point.

This booklet has dealt with the subject of education—the biggest single activity of your government. No other division of government serves so many so often as does the public school system. And, for a long time you have been a vital part of that system.

Seated in your chair on the graduation stage waiting impatiently for the principal to hand you your diploma, perhaps you will reflect a few moments, perhaps you will ask yourself, "What did I receive for the money that was expended on me by the citizens of San Francisco and of California through the public school system?" Or, expressed another way, "What are the responsibilities of the public schools and how did these responsibilities affect me?"

Basic Skills

You were taught how to read, to write, to do arithmetic, to spell, and the basic essentials of oral and written composition. These are considered the basic skills. You learned some geography, history, economics, civics, and science.

Responsibility for other elements of your education are *shared* responsibilities—shared by the public school system with the home, the church, and with other educational facilities of San Francisco. They include vocational fitness, and an understanding and appreciation of the American way of life. There are still others: a scientific attitude of mind; physical education, health, and safety; in consumer competence, conservation, thrift, family living, the arts. And then there are the moral, ethical, and spiritual values that are so important to a useful, happy life.

Quite a list, isn't it?

And, as you look back on your elementary and high school days, aren't you proud, proud to be a citizen of a country that furnishes all these educational opportunities, that provides them on a silver platter as it were?

And you know what all this cost you personally? Only your time, only your time.

Acknowledgments

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J.W.P.

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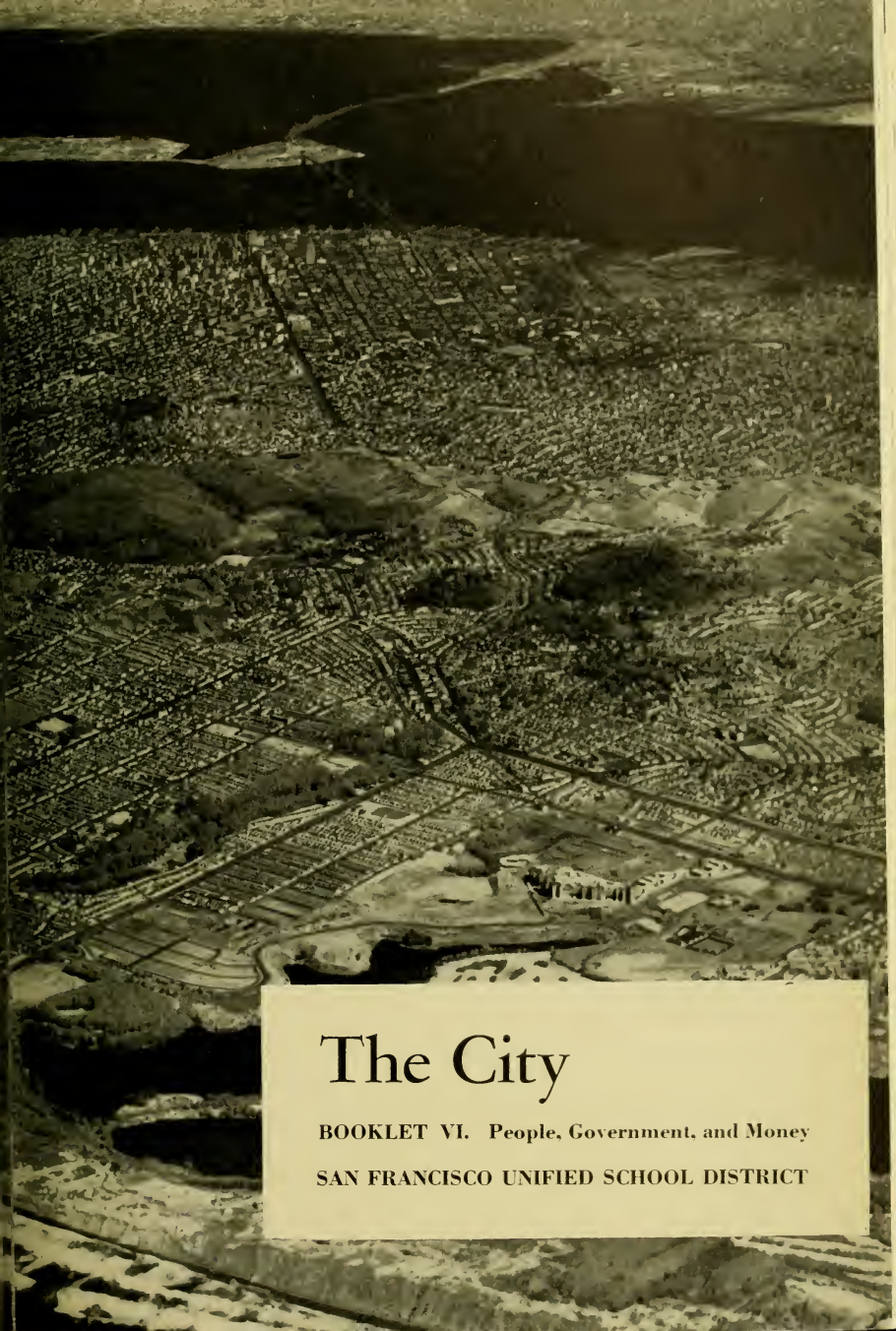

The City

BOOKLET VI. People, Government, and Money

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

You are about to read another booklet about your city's government.

It is the last in a series of six prepared for use in senior civics with the aim of presenting to young San Franciscans an understanding of their local government and of their important place in that government.

Since the days of the Gold Rush, westerners have thought and talked of San Francisco as "*The City*." We, in the secondary schools are proud to have this opportunity to explore with our students the factors which have made San Francisco what it is, and which justify its continued right to be called "*The City*."

EDWARD H. REDFORD
Assistant Superintendent

MORRIS WILLIAMS
Coordinator, Secondary Education

The City

A series of six booklets describing the government of the City and County of San Francisco

BOOKLET VI. PEOPLE, GOVERNMENT, AND MONEY

By J. W. Patterson

San Francisco Unified School District
San Francisco, California
1954

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Superintendent and Secondary Instructional Staff

Herbert C. Clish, *Superintendent of Schools*

Watt A. Long, *Associate Superintendent of Instruction*

Edward H. Redford, *Assistant Superintendent, Secondary Schools*

Morris Williams, *Coordinator, Secondary Education*

Introduction

With the completion and printing of Booklet No. VI in *The City* series, an outstanding contribution by way of teaching materials for citizenship education will have been completed by the San Francisco Public Schools.

The great objective of such a program is to develop a generation of citizens who will appreciate their responsibilities to see to it that they secure from their local government those services which are essential to its proper functioning and particularly that a worthwhile return is received from the public funds expended.

The appreciation sought can come only from basic understandings which in turn develop a lasting interest in the welfare of San Francisco. It is to be hoped that in addition to the work which is carried on in classrooms utilizing *The City* series, field trips to the various local governmental agencies may be made in order to observe them in action.

Besides being of benefit to the students in our secondary schools, *The City* series has also served a valuable function in acquainting staff members of the various City-County agencies with all of the resources and development of their own agencies, as well as informing many adult members of the community about them.

The Superintendent would voice his appreciation to Mr. J. W. Patterson for his tireless efforts in producing this interesting and fascinating series of booklets.

May they do their part in helping all of us to appreciate more the wonderful city in which we are privileged to live and which many of us are privileged to serve.

May our enthusiasm communicate itself to our students so that they in turn may ever look forward to the future and the improvement of this great city, San Francisco.

Herbert C. Clish

Superintendent of Schools

Booklets in THE CITY Series

I. Protective Services

II. Services of Convenience

III. Recreational and Cultural Services

IV. Planning for Better Living

V. Educational Services

VI. People, Government, and Money

(Includes material originally intended for a seventh booklet)

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CHAPTER 1

They Did It for Us

Would you be willing to serve your city for 83 days for no pay?

Fifteen San Franciscans did. And during four of those 83 days they worked until after 1 a.m. One Sunday when elevator service was off, they walked up 12 flights of stairs in the deYoung Building to their workroom!

Who were they and what were they doing?

They were the members of the Board of Freeholders, elected by the people June 30, 1930, to draw up a new constitution, a charter, for the government of our city. They met from September 23, 1930, until January 16, 1931.

These citizens—six lawyers, four merchants, a labor leader, an insurance man, an undertaker, a school principal, and a steamship man—listened to experts, to officials, to groups, to just plain citizens, and to cranks with impossible schemes. They studied the old charter word by word, line by line. They read mountains of articles on city government. Then for San Francisco they drafted a new charter and on March 26, 1931, the voters approved it 59,219 to 45,581.

Why were these men—the Freeholders—willing to take time out from their personal affairs, willing to devote 83 payless days to the service of San Francisco?

Because these good citizens, together with thousands of other San Franciscans, had become convinced that the basic law under which the city was trying to govern itself, the Charter of 1900, was woefully inefficient and out of date.

Home Rule for San Francisco

When first adopted, however, this Charter of 1900 had been hailed as a wonderful document.

It was.

Sponsored by the highly respected Mayor James D. Phelan and his Committee of One Hundred, it gave San Francisco "home rule"—freed the city from control of the state legislature.

No longer would city officials have to go before the legislature in Sacramento to ask permission to hire more janitors; to erect a public building on city property, to pave, widen, and rename streets; to purchase fire hydrants; even to buy office stationery!

Strong Mayor

The Charter of 1900 provided for a "strong-mayor" type of government for San Francisco. The mayor was made directly responsible to the people for all his executive acts; he could veto ordinances passed by the Board of Supervisors; and he was given the power to appoint members of boards and commissions. The charter also introduced mild civil service reforms, set up budget-making procedures, and provided for the gradual public ownership of public utilities.

Yet the Charter of 1900 was a failure. Why?

To understand why, we must examine the basic elements of government.

It Takes Both

What is government?

It consists of two things, men and laws.

Good laws and good public officials mean good government. The best laws, however, are weakened if poor men are chosen to administer them. Also, good men have difficulty in properly administering poor laws.

Is this confusing? It shouldn't be. It simply adds up to the fact that the citizen, through his voting power and his desire for good government, can and does determine the kind of government he gets. He makes his laws; he selects the men to administer them.

Mayor Phelan, an upright man, sponsored the drafting and adoption of the Charter of 1900. Shortly after the charter's adoption he retired from office, and a new mayor was elected in 1901. He was Eugene E. Schmitz, an official of a newly-formed party. His political sponsor was a rising political boss, Abe Ruef.

Good Laws; Bad Men

The story of Mayor Schmitz, Abe Ruef, the Board of Supervisors, and other officials is the story of the administering of good laws, the Charter of 1900, by bad men. Using the new charter and its strong-mayor provisions, these men conspired to use their positions for their own profit.

Two rival telephone companies were each seeking a franchise (permit to do business). The Board of Supervisors would have to pass a law—an ordinance—granting the franchise. The mayor could veto the ordinance. According to Abe Ruef's later writings about this, the successful telephone company paid the mayor $30,000, one supervisor $10,000, four supervisors $6000 each, and eight supervisors $3500 each.[1]

The streetcar company sought permission from the Board of Supervisors to change from cable lines under the streets to overhead trolley lines. Before this subject was voted on by the Board, the great earthquake and fire struck San Francisco April 18, 1906. A month later the supervisors approved the ordinance the streetcar company wanted. According to Ruef, who obtained the bribery money from the streetcar company, the mayor was paid $50,000, one supervisor $15,000, another $10,000, and 15 other supervisors $4000 each. One honest supervisor, Louis Rea, refused any bribe money.[2]

The sordid story of bad men using good laws for their own profit continued.

Bribes were paid for a streetcar franchise to a real estate development in the Parkside district;[3] paving contracts were awarded to the "right" company rather than to the lowest bidder;[4] there were rumors of graft in the Board of Public Works, headed by the mayor's brother, over the issuing of building permits;[5] and the operators of French restaurants had to pay fees to Ruef in order to keep their liquor licenses.[6]

Good Citizens Act

Finally, and biggest of all, was a plan to get the city to buy the Bay Cities Water Company for ten and a half million dollars. Ruef admitted later that, had the deal gone through, he was to receive $250,000, the mayor another $250,000, and the supervisors amounts ranging from $75,000 to $25,000 apiece.[7]

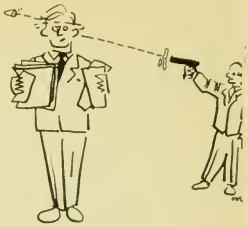
The plan never came off.

An aroused group of good citizens had heard rumors of bribery. They were determined to get rid of the crooks and crookedness in their government. The leaders in this drive for good government were businessman Rudolph Spreckels, former mayor James D. Phelan, *Bulletin* editor Fremont Older, attorney Francis J. Heney, and District Attorney William H. Langdon. Langdon was the former superintendent of schools.

Gathering Evidence

But it takes more than rumors to get a conviction in court. There must be evidence; there must be facts to prove any charge.

1. Walton Bean, *Boss Ruef's San Francisco*, pp. 100-106. Berkeley: University of California Press, 1952. *Also*, memoirs of Abe Ruef published serially in the San Francisco *Bulletin*, May 21-September 5, 1912, particularly August 8-14.
2. Ruef's memoirs in the *Bulletin*, July 5-7, 21, 31, and August 17, 19-24, 29, 1912.
3. Bean, pp. 137-140.
4. *Ibid.*, p. 43.
5. *Ibid.*, pp. 44-45.
6. *Ibid.*, pp. 51-54 and p. 170.
7. *Ibid.*, pp. 141-142.



For months this small group of prominent citizens, working secretly, and assisted by many other good citizens, gathered facts that could be used in court to convict the unscrupulous men in the city government. For months, agents of famous detective William J. Burns, paid by Mr. Spreckels, had been shadowing political boss Ruef in an effort to get evidence against him.

Finally the good-government group decided that it had assembled enough evidence to get Ruef, Mayor Schmitz, and members of the Board of Supervisors convicted.

The Bombshell

When Mr. San Francisco opened his Sunday paper October 21, 1906, he found a sensational story spread across Page 1.

District Attorney Langdon announced that the mayor, the Board of Supervisors, Abe Ruef, and others would be arrested and prosecuted for bribery, graft, and corruption.

Readers were told of the months-long secret investigations that had been made; how the prominent businessman and banker, Rudolph Spreckels, had hired the nationally-known detective of the U. S. Secret Service, William J. Burns, as chief investigator; that the famous federal attorney, Francis J. Heney, would be appointed assistant district attorney to prosecute the politicians; and that President Theodore Roosevelt had lent Burns and Heney to our district attorney for as long as the district attorney needed them.

Since the great fire and earthquake six months before, the Superior Courts had been meeting in Temple Israel at California and Webster Streets. This was where the graft prosecutions were held.

Four-Year Parade

For nearly four years, there passed through the doors of this building a parade of accused politicians, of witnesses, of jurymen, of judges, of lawyers, and of just plain citizens concerned with the graft prosecution. During this time 383 separate indictments were issued.

There were many exciting events.

First, there were the startled officials protesting their innocence, followed by desperate efforts of the accused to "cover up."

There were charges and countercharges against the judges—charges of "jury-fixing," and charges that Mr. Heney was unfit to try the cases.

The sheriff was disqualified to act for the court.

A would-be juror fired a pistol at Mr. Heney's head in an effort to kill him; a former supervisor who had turned state's evidence was nearly murdered by a bomb that blew out the whole front of his house; and every legal maneuver was used by the defense lawyers to prevent conviction of the accused.[8]

8. *Ibid.*, pp. 164-197.

Convictions

Eventually justice prevailed.

Mayor Schmitz was sentenced to five years in San Quentin. He never served his sentence, however. The State Supreme Court reversed the conviction on a legal technicality.

Abe Ruef, the political boss, was given the maximum possible sentence for bribery, 14 years.

The supervisors got off relatively easy. In order to get them to confess to accepting bribes, the district attorney offered them immunity from prosecution if they would testify against the mayor and Ruef. Of the total Board of Supervisors of 18, 16 confessed and got "off the hook"; one refused to confess and was convicted; and one, Louis A. Rea, the Board's only honest member, was cleared.[9]

As the only honest supervisor among 18, Mr. Rea deserves a few kind words. During his term as supervisor, another supervisor gave him $475 in an envelope, explaining that a friend had sent it in to help pay Rea's campaign expenses. Rea believed this. Actually it was a "pay-off" for having voted in favor of a boxing permit. Later on, this same supervisor gave Rea $750 with the same explanation about its being from a friend for Rea's campaign expenses.

Rea's Dilemma

Rea became suspicious. He had heard other supervisors talking about the possibility of getting some money if they voted "right" in setting the gas rates of the gas company. Actually the $750 was a "pay-off," for each supervisor, except one who was strongly in favor of municipal ownership of public utilities. Rea went to Mayor Schmitz, told him about the money, and said he wanted to resign from the Board. The mayor convinced him he should not resign.

For several years after the graft prosecutions, Rea tried to find some legal way to return the total of $1225 he had innocently received. But no way was found. The original owners would not admit that the money was theirs![10]

The San Francisco graft prosecution happened a long time ago. Nearly all the principal characters in this struggle between good and evil are dead. Highlights of the many different cases that were splashed across the front pages of newspapers from 1906 to 1910 have been almost forgotten.

Something to Remember

At this point it is well for you to recall your United States History II, particularly the part on city bosses. Why? Because we must remember that San Francisco wasn't the only city to suffer under bad government years ago.

9. *Ibid.*, pp. 191-197.
10. *Ibid.*, pp. 88, 104-106, 135, 197, 265-166.

Nearly every big city in the country was at one time or another under the corrupt rule of a political boss—Tweed in New York, Lomasney of Boston, Butler of St. Louis, Ames of Minneapolis, Thompson of Chicago, and so on.

In his book, *The American Commonwealth*, Lord Bryce said that city government in the United States was *the* great failure of American democracy.

There was a reason for this failure.

Briefly it was this: We grew up too fast.

Large cities, large corporations, and large labor organizations grew faster than law and government could keep up with them. City governments were operating in low gear, while big business and big labor were trying to move along at high speed.

To get from government what they wanted, these large organizations brought about indirectly the creation of a new figure in the political world—the city boss. He was not in government, but he could, for a price, get government to do what these large economic organizations wanted.

The result? A government of special privilege; a government for a selfish few, rather than for the many; a government by men who served those who paid them graft.

There is an important point about our own graft prosecutions that we as citizens of San Francisco dare not forget.

It is this: Bad government comes about when the citizens neglect their democratic duty. They neglect their duty when they do not learn how their government is working; what it is supposed to do for them; whether their elective officials are doing their best for the city; and whether the laws should be changed or new ones passed.

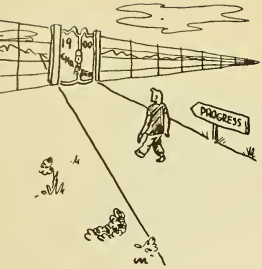
Suppose there had been no public-spirited citizens like Mr. Spreckels, former Mayor Phelan, Fremont Older, and others to take the initiative, put forth the effort, and take the steps necessary to bring the crooks to justice?

Effects of Bad Government

What happens when a city falls into the hands of unprincipled men? How is the individual citizen affected by such a situation?

First, it affects his pocketbook. Bad government costs more than good government. Taxes go up. Instead of the city's buying its street work, its supplies, its repairs, and its equipment from the lowest bidder, contracts are "rigged" so that favored suppliers get the business and charge higher prices than they should.

Bad government is also inefficient and wasteful. More employees are hired than are necessary. Records are sloppily kept. Conscientious city employees become discouraged as they see jobs being given to political favorites. Promotions are made on the basis of "pull" rather than merit.



Bad government is unfair. It is not a government for all the people, but for individuals and groups who pay bribes or make "deals" with public officials for special favors. The San Francisco graft prosecutions revealed that certain men paid money to the supervisors to get the laws they wanted passed.

Good Comes From Bad

Following the graft prosecutions, the interest of San Francisco citizens in their government was intense. They elected good public officials; they watched the operation of their government closely.

What did they see?

They saw good men trying to work with poor laws. You'll recall from your earlier reading that good government is a combination of two things, good laws and good public officials.

The Charter of 1900 was out of date. It had been designed for a small city. It was not elastic. It lacked the capacity to grow with the city. As the population increased and the government tried to react more and more to the demand of its citizens, the charter became unwieldy. It became a stumbling block to efficient government. Each year it became more clumsy and cluttered up by amendments. By 1930 the charter had been amended nearly 200 times. By 1930 it had grown to 304 pages of articles, chapters, and subdivisions.

You know what happened.

The people elected a Board of Freeholders to draw up a new constitution, a new charter, for the government of our city. In 1931 the voters approved the work of the freeholders, and a year later the charter went into effct.

This, the Charter of 1932, is San Francisco's operating guide today.

Things to Discuss

1. Analyze this statement, taken from *Boss Ruef's San Francisco* by Walton Bean, and said to have been made by a supervisor who later confessed to accepting bribes: ". . . without the city fathers there can be no public service corporations. The street cars cannot run, lights cannot be furnished, telephones cannot exist. And all the public service corporations want to understand that we, the city fathers, enjoy the best of health and that we are not in business for our health. The question is: 'How much money is in it for us?' "

2. In the San Francisco graft prosecutions the city officials who accepted bribes were punished, but those who paid the bribes were not. What is your opinion of this? Weren't the bribe-payers also guilty? Discuss.

3. Fremont Older, editor of the *Bulletin*, had been the first one to begin the fight to send political boss Abe Ruef to prison. Soon after Ruef entered San Quentin, Older began a fight to get him paroled. Older said that Ruef had been a victim of corrupt conditions of life for which the whole people of San Francisco shared the responsibility, conditions which the imprisonment of individual men would not cure. What is your opinion of this point of view?

4. While in prison, Ruef wrote his memoirs. In them he advanced proposals for reform of politics. He said:

   a. Use of private money in elections should be barred, and the state should pay all campaign expenses.

   b. The work of bosses of political parties should be made official and turned over to responsible, salaried public officers.

   c. Proof of bribery should kill any franchise granted to a public utility.

   d. There should be public classes for political education of voters, in school and out.

What is your opinion of each of these proposals?

Things to Do

1. Have several students visit the newspaper file room of the main library. Read newspaper stories, all on page 1, of graft prosecutions. Report highlights to the class. Suggested dates:

   1906—October 21 and December 7

   1907—May 7 through May 24; June 14, 15, 26, 29; July 9; September 5, 13, 24, 25; October 3, 5; November 6, 7

   1908—January 9, 11; April 23; May 27; November 7, 14, 15; December 10

   1909—November 5, 6

   1910—February 8; April 26; December 1

   1911—January 23, 28; March 8; August 24

   1912—April 6; May 19, 21; June 9 *(Bulletin)*

   1915—August 22, 25

   1928—November 20, 21, 22

   1936—February 29; March 1, 2

2. Have a representative of the class visit the newspaper file room of the main library. Read the accounts of the drafting of the Charter of 1932. Report to the class. See newspapers of January 12, 1931, for analysis of proposed charter. See the *Examiner* editorial and the advertisement in the March 25, 1931, issue, both in opposition to the charter. See any one of the newspapers of March 27, 1931, for the results on the charter vote.

Further Reading:

Bean, Walton. *Boss Ruef's San Francisco.* 1952. An outstanding book.

Bonnet, Theodore. *The Regenerators: A Study of Graft Prosecutions in San Francisco.* 1911.

Byington and Lewis. *The History of San Francisco.* 1931.

Cohn and Chisholm. *Take the Witness.* 1934.

Keesling, Francis V. *The San Francisco Charter of 1931.* 1932. The story of drawing up the Charter by one of the Freeholders. It is in the California Historical Society Library, 456 McAllister Street.

Leal, Clarence. *The San Francisco Plan of Government.* 1951. A mimeographed copy is in your school library.

Older, Fremont. *My Own Story.* 1926.

Young, John P. *San Francisco, a History of the Pacific Coast Metropolis.* Vol. II. 1912.

CHAPTER 2

An Innovation in City Government

Before we examine our own city government, let us take a quick look at the *kinds* of city governments in the United States.

There are four types—the weak mayor and strong council; the strong mayor and weak council; the commission; and the city manager.

The oldest and most widely used is the weak mayor and strong council type. Voters elect a city council, a mayor, and many other officials. The council actually runs the government. It passes ordinances, appoints most of the department heads, makes the budget, sets the tax rate, and controls the city's finances. The mayor has little power. He can make recommendations to the council; he can veto laws passed by the council, but the laws can then be passed over his veto.

Next, there is the strong mayor and weak council type of city government. As the title suggests, the mayor has more power under this form of government. The voters elect the council to pass laws, but the mayor, also elected, is the man responsible for actually running the government. He appoints department heads; he makes up the budget; he has the power to get things done. And he gets the blame if things go wrong.

The commission type of government is used in a few cities. In this kind of government the voters choose three, five, or seven commissioners to do a double job—pass the laws and run the government. Meeting as a commission, these officials pass laws. Acting as individuals, each commissioner is the head of one or more city departments. The commission chooses one member to be mayor, but the one chosen has only an honorary title because the commissioner who is mayor has no more power than any of the other commissioners.

Newest and most popular kind of city government is the city-manager type. Under this plan the voters elect their legislators, or council members, who pass laws and set broad policies of government. The council may choose one of its members to perform the social duties of a mayor. The council hires a city-manager and gives him the job of carrying out the council's laws and policies. His job is to operate the city government efficiently as a business. Heads of the various city departments are hired by the manager. The council may fire the city-manager if not satisfied with his work.

Our Own Special Version

Which type of government do we have in San Francisco? The answer is that we have a combination. We have parts of the strong-mayor type, parts of the city-manager type, and a touch of the commission type.

You'll remember that the Board of Freeholders which drew up our charter studied all the different types of city government.

The Freeholders wanted to place greater responsibility on a few men in high office by reducing the number of elected officers.

They wanted to replace political appointees with professionally-trained administrators.

They wanted to bring about greater efficiency and economy in city affairs by using businesslike management.

They wanted to create a charter that would make good government *easier* to achieve.

Here is how they did these things:

Elective Officials

Certain officials, reasoned the Freeholders, do work that directly affects the people and, therefore, should be chosen by the people. The mayor, assessor, treasurer, city attorney, district attorney, public defender, sheriff, and supervisors were made elective officers.

Appointive Officials

Next, there are officials whose work is mainly carrying out orders and policies of the elected officials. Their jobs were made appointive. This group includes the tax collector, registrar, recorder, county clerk, coroner, and directors and managers of various city activities.

Any business, and a city government is certainly a business, must have sound management. To obtain good management in our city business the Freeholders created two new positions—the chief administrative officer and the controller. The chief administrative officer was made responsible for long-range planning and supervision of city departments. The controller was made responsible for financial planning and control of spending in accordance with the budget.

Students of municipal government in the United States say that the Freeholders' "invention" of the positions of chief administrative officer and of controller accounts in a large measure for the good government San Francisco has today.

These two officials are almost completely free of political influence. They are appointed by the mayor and may hold their jobs virtually for life if their conduct is satisfactory. Their removal from office is difficult. They may be ousted from their jobs only by means of a recall voted by the people, or by a two-thirds vote of the Board of Supervisors.

Chief Administrative Officer

Nine city departments are under the complete management of the chief administrative officer. If you look at the chart on page 15 you will see that we have already learned about six of these departments in other booklets of *The City* series. In Chapter 4 of this booklet we will study the Purchasing Department's responsibilities in spending our government's money.

Let us now examine the two other departments that are under the chief administrative officer—the Real Estate Department and the Department of Finance and Records.

Within the Department of Finance and Records are five separate city and county officers. They are

County Clerk—In San Francisco he is clerk of the Superior Court and he or one of his staff must attend all court sessions and perform the clerical and recording work in that connection. In other California counties he has other duties, but not in ours. His office operates the marriage license bureau.

Recorder—His job is to keep on file all copies of important documents, such as deeds, mortgages, wills, contracts, court decisions, birth and death certificates, and veterans' papers. Upon payment of a small fee, the recorder will issue certified copies of these documents.

Registrar—He is the election officer of San Francisco. He handles the registration of voters and all matters dealing with the conduct and management of elections.

Public Administrator—This official administers the estates of those who die and leave no will or known heir, or until the Superior Court appoints someone to handle the estate. This is a complicated matter and requires great care by the public administrator to see that all laws concerning such cases are observed. If no heirs can be found, and no one else is entitled to the dead person's estate, the proceeds are placed in the State treasury and, after a period of time, become part of the State School Fund.

Tax Collector—You will read about this official in Chapter 3.

Real Estate Department

Every year your city government sells, buys, and leases land. Somebody has to handle this complicated business. The man responsible for this work is the director of property. He and his staff in the Real Estate Department get their jobs through civil service examination and are under the direction and control of the chief administrative officer.

You'll probably be surprised to learn that in a year's time the director of property may buy and sell as much as two million dollars worth of property. In 1953, for example, he sold San Francisco-owned land in San Mateo County and eleven other parcels of land inside the city. He bought land for the Sunset water supply line and other pipeline property for Hetch Hetchy; land all over the city for street-widening projects; land for the future Mission Freeway; and 59 parcels of land for new school construction.

In addition, he sold $7000 worth of old city-owned buildings; appraised land for various city departments; and made leases of all kinds—ranging from St. Mary's Underground Garage to space for the district attorney's office. He is also the city's official rent collector, collecting nearly a half million dollars from the city's tenants. These tenants may be lessees of the Commerce Parking Lot, our city-owned oil land in Kern County, or the service station operator whose station is on city-owned land at McAllister and Polk Streets. And, oh yes, $8807 from the telephone company for pay telephones on city property.

Runs Civic Auditorium

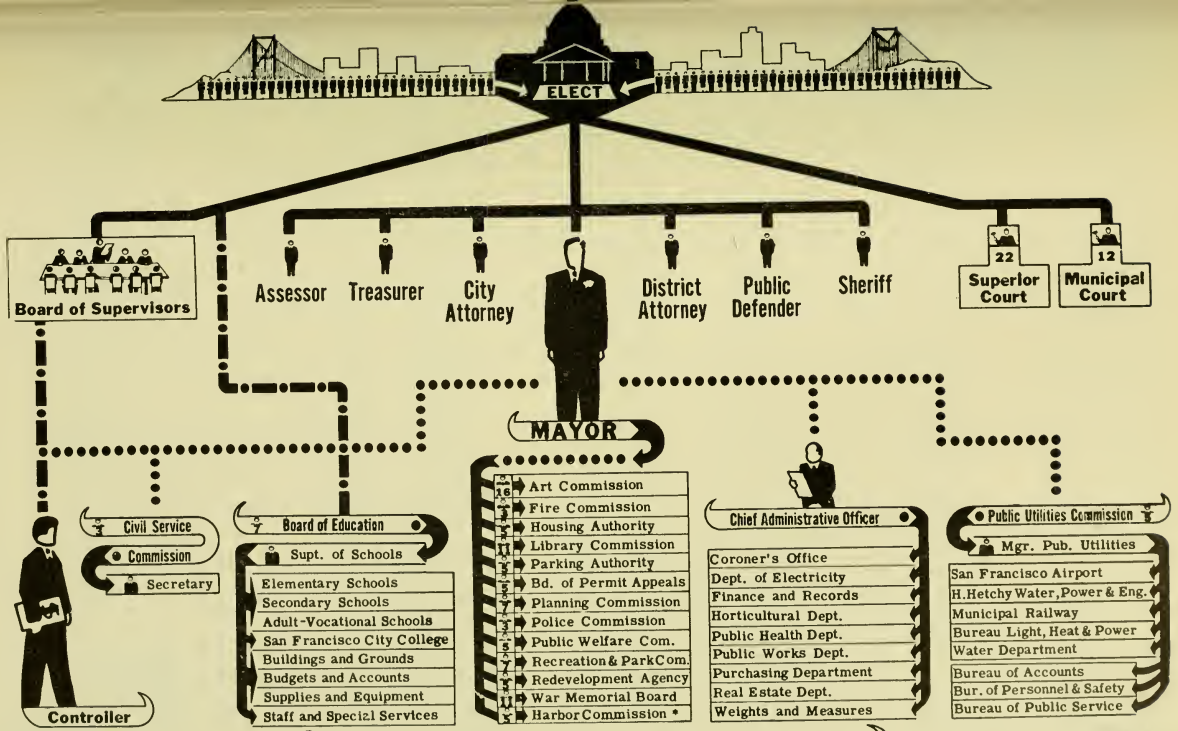
Another job of the director of property is that of managing the Civic Auditorium. He handles all leasing arrangements for the building and for concessions. This is no small job when we learn that in a year's time between 40 and 50 events are held there, with "runs" extending from one to 17 days. In 1953, for example, the auditorium was in use 265 days and brought $190,000 into the city treasury.

The detailed procedures the director of property must follow need not concern us here. They are all spelled out in Sections 91-94 of the charter, in ordinances passed by the Board of Supervisors, and by State laws.

Budget Preparation

The chief administrative officer is responsible for preparing the annual budgets of the Real Estate Department, the Department of Finance and Records, and all the seven other city departments under his control.

Another important task of the chief administrative officer has to do with city contracts and purchase orders. Any contract or purchase order of *any* city department that exceeds $2000 must be personally approved by him. He is also ex-officio member of the City Planning Commission, and is charged with the appointment of the seven members of the Health Advisory Board of the Health Department.



The City and County of San Francisco

(Basic Framework)

Issued by Secondary Division, San Francisco Unified School District

Adapted from a Chart prepared by Bert W. Levit and published in the S. F. Chronicle, June 15, 1941

In the twenty-two years since the charter went into operation only two men have held the office of chief administrative officer. They have wielded authority strongly and in the interest of good government. The plan of placing business management under one head, free from political interference, has brought efficiency and economy in our city's government.

The Controller

The controller might be termed the financial policeman of the charter and budget. His duties seldom bring him into contact with the general public, but his responsibility to the people is very real. He watches over the spending of the people's money after it has been appropriated by the Board of Supervisors. It is his job to control and account for the receiving and spending of all public funds. He must make a monthly report showing the financial position of the city, as well as a complete annual report. Then, just to make sure that the controller does his job, the Freeholders placed in the charter a requirement that the Board of Supervisors must hire private accountants to check the controller's records each year. We will learn more about this important official's work in Chapter 4.

Utilities Commission

"Public utilities shall be gradually acquired and ultimately owned by the City and County," said the Charter of 1900. The Charter of 1932 restated this policy and, in addition, placed all the city's public utilities under one independent agency, the Public Utilities Commission. Can you name your city's public utilities?

San Francisco's "Congress"

From time to time in this section the Board of Supervisors has been mentioned. It is San Francisco's "Congress." It passes the city's laws, or, as they are called, the city's *ordinances.*

Every year the Board of Supervisors has to vote on a set of ordinances that directly affect every city official, every city department, and every citizen. These are known as the "annual appropriation and salary ordinances." The title should suggest their importance. They have to do with money—the money to operate the city government—and they are incorporated in the budget which the mayor must draw up and submit to the Board of Supervisors each year.

Headache for the Supervisors

Because the money to operate the city government comes out of the pockets of property owners and from the city sales tax, the supervisors make a careful study of the mayor's proposed budget.

Is it too high?

What proposed expenditures can be reduced?

Are there any proposed expenditures that can be eliminated?

The Board holds public hearings, attended by large numbers of interested citizens, who defend or oppose this and that proposed expenditure.

After much discussion, the definite amount of the budget is agreed upon, and the supervisors pass the "annual appropriation and salary ordinances." A tax rate, sufficient to meet the budget requirements, is established. The Board of Supervisors has then completed one of its biggest jobs for another year.

Historical Reminder

The activities of the Board of Supervisors and interested citizens during budget-hearing time is a strong reminder of our colonial history.

You'll recall that one of the big complaints of the colonists was "taxation without representation." Our national government, when it was set up, was firmly established on the basis that the raising and spending of public funds would be placed in the hands of the elected representatives of the people. In our city government these elected representatives of the people constitute our Board of Supervisors.

Who Can Be a Supervisor?

To run for the office of supervisor a person must be a voting citizen who has lived in San Francisco for at least five years. He must file a *declaration of candidacy* with the registrar of voters, stating in 100 words or less his qualifications, together with certificates of 10 to 20 sponsors. He must pay a fee of $30.

Not all of our eleven supervisors are elected at the same time. Either five or six are elected every two years. The term of office is four years and the salary $2400 per year.

How a City Ordinance Is Passed

In addition to passing the annual appropriation and salary ordinances and fixing the tax rate, the supervisors have other duties. They may enact any ordinance for the city that is not in violation of the charter or of State and Federal laws.

The steps by which an idea becomes a city ordinance are simple.

First, a proposed ordinance is introduced in writing by a supervisor or is recommended in a message from the mayor.

The president of the Board refers the proposal to one of the Board committees. The committee has 30 days to study it, after which it must report the matter to the Board, where it is given a "first reading." At this time it may be debated, amended, postponed, or passed by a majority vote of the Board. If the proposed ordinance is not passed at the "first reading," it must then be brought up for a "second reading" within ten days. A majority vote may then kill it or pass it.

Whatever happens, the proposal, together with the results of the Board's action, must be sent to the mayor within 24 hours.

The mayor then has 10 days in which to decide what he wants to do. If the measure has been passed by the Board, the mayor may approve the measure by signing it or he may veto it. If the Board has rejected the proposed ordinance, the mayor may ask the Board to reconsider the rejected measure. If the mayor takes no action, the Board action is final. Should the mayor veto a measure passed by the Board, the Board can pass it over the mayor's veto by a two-thirds vote.

A unique feature of our charter is that the mayor can *compel* the Board of Supervisors to reconsider any measure it has rejected. They must do this within 30 days after the mayor requested reconsideration. Of course, the Board may still kill the measure the mayor forced them to reconsider, but it does give a kind of "second chance" for a particular piece of legislation in which the mayor is interested.

There are certain variations in passing city ordinances, but the use of them is rare and need not detain us here.

"Firing" an Elected Official

Voters throughout the United States elect thousands of officials, from president down to town constable, but the voters have kept for themselves the power to "fire" any elected official before his term is up. The way in which this is done is known as the recall. In San Francisco the voters have this power.

If enough voters sign a petition requesting that a special recall election be held, the government must hold that election. The number signing such a petition must be equal to 10 per cent of the votes cast at the last election for mayor.

Thus the people retain the power to get rid of an elected official at any time.

Supervisors, as well as all other elected officials, may be removed by use of the recall. They may also be suspended by the mayor, and then be removed by a three-fourths vote of the Board of Supervisors based on written charges preferred by the mayor.

The Mayor's Place in Our Government

You know the general organization of a big business, a corporation. It has a board of directors, and it has a general manager and other executives. It also has stockholders, employees, and customers.

Our city government is a *municipal* corporation. Its "board of directors" consists of eleven supervisors; its "general manager" and other executives are the mayor and those appointed by him or elected by the "stockholders"—the voters. Employees are the city workers, most of whom are chosen by civil service examination. The "customers" of this municipal corporation are all of us who live in San Francisco.

When the Board of Freeholders was drawing up the Charter of 1932 under which our municipal corporation operates today, it wanted to make sure of two things. First, it wanted an efficient businesslike administration; secondly, it wanted democratic administration.

How did it obtain this?

Help for the Mayor

The Freeholders made a careful examination of the mayor's office as it operated under the old Charter of 1900. Yes, it was democratic—the voters elected him. But could the mayor give an efficient, businesslike administration? No. Why not? Because he was loaded down with just too much work for one man to do efficiently.

So the Freeholders gave the mayor a helper, a man who would be appointed by him to be a sort of efficiency expert to run the city's business. This man is the chief administrative officer. He is given authority to appoint his own business staff to perform the routine, but important work of running the municipal corporation.

Fears of a Dictator

When the Freeholders presented the proposed new charter to the voters for their approval or rejection, there were howls of protest over the idea of a chief administrative officer.

"The chief administrative officer is . . . a thinly-camouflaged city manager with almost absolute power," said one newspaper editorial. "Even elective officials would be subject to his domination, as he would control them through his hold on the finances of the city. A vote NO against the charter scheme . . . will be the best service the citizen can give his community."

Said an advertisement of the Anti-Charter League, "The charter plan provides for a chief administrator. You, Mr. Taxpayer, do NOT elect him. You have nothing to say about it. He is appointed and his term of office never ends. This man controls the expenditure of 14 million dollars annually. He would have abundant opportunity to run wild. He alone would control NINETEEN city departments. The charter plan is not safe. A half-baked charter is not good enough for San Francisco."

The voters, however, approved the charter, including the provision for a chief administrative officer.

Mayor Still Boss

The mayor is the chief executive of San Francisco in both name and power.

He is elected directly by the people for a term of four years and must devote full time to his duties. His salary is $1866 per month.

He may be removed from office by recall only. He has the general duty of enforcing all the laws of the city.

He appoints numerous city officers, commission members, and board members. (See chart on page 15.)

He prepares the annual budget for submission to the Board of Supervisors.

He is responsible for the administration of all city departments that have been placed under his control by the charter.

He has the power to veto any ordinance passed by the Board of Supervisors, and he may compel the Board to reconsider rejected measures.

He has almost unlimited power to deal with real emergencies.

He is a "strong mayor."

Even though the charter sets up safeguards, the kind of man the people elect as their mayor determines the kind of government San Francisco citizens have—good or bad, weak or strong, progressive or unprogressive.

Your Employees

Suppose you were starting a business.

There would be many problems. One of the most important would be the question of how to get the best qualified employees—men and women who are honest, dependable, alert, and anxious to give you full value for the money you pay them.

The largest employer in San Francisco is your city government. For performing all the services we have read about, over 20,000 men and women receive pay checks headed, "City and County of San Francisco." Some of these people are elected to their jobs and they, in turn, appoint others to help them; but the vast majority of the workers in your municipal corporation are "civil service."

Civil Service

Any large business must have an employment and personnel department. So must your city. It is called the Civil Service Commission and consists of three commissioners appointed by the mayor to serve staggered terms of six years.

Upon appointment to the Civil Service Commission, a commissioner is required by the charter to take a special oath: "I am opposed to appointments to the public service as a reward for political activity and will execute the office of civil service commissioner in the spirit of this declaration."

The charter also tells the commissioner what he must do: "All appointments in the public service shall be made for the good of the public service and solely upon merit and fitness, as established by appropriate tests, without regard to partisan, political, social, or other considerations."

Nine Hundred Jobs

A big job? Yes, especially when we realize that there are nearly 900 *separate* job classifications in our city's civil service. That means 900 appropriate tests must be prepared, one for each job classification.

Additional duties of the Civil Service Commission include drawing up rules, regulations, and methods of procedure concerning the appointment, promotion, and dismissal of all civil service workers. Every five years, or oftener if the Commission or Board of Supervisors so decide, the Civil Service Commission must prepare and submit to the supervisors a revised salary schedule. The supervisors may adopt or reject the new schedule. This procedure is known as "salary standardization," and its purpose is to try to keep the pay of city workers more or less in line with the pay of those holding similar jobs in private employment.

The Personnel Director

The charter says that the Civil Service Commission has the right to appoint a secretary "or other executive to be the administrative head." The present executive officer has the double title of personnel director and secretary and is paid $1,125 per month. As secretary he serves at the pleasure of the Commission, but as personnel director he holds a permanent civil service position. He is the administrative head of a staff of 46 employees who do the work for the Commission.

Getting a City Job

Perhaps some day you will want to try for a job in San Francisco's government. How would you go about it?

In order to obey the charter requirements that "appropriate tests" will be given for each civil service job, the Civil Service Commission prepares "classification lists." These lists indicate the duties and responsibilities and set forth the training, experience, and other qualifications required for each job. Suitable written examinations are prepared. A public announcement is made when examinations will be given, and those possessing the job qualifications are permitted to take the tests. A minimum passing score is set up in advance of the examination.

The names of those who qualify for a particular job through this system are placed on an eligibility list. When a vacancy occurs in a department, the head of that department must accept the person highest on the eligibility list. Then the person who was second on the list moves to the top and is chosen for the next job that occurs in his classification. This process is repeated until the eligibility list is exhausted or a new examination is held. Most lists remain in force for four years.

All new appointees to the civil service must serve a probationary period of six months, with the exception of policemen, whose probationary period is one year.

Advantages of a City Job

When you start making your own living you will be concerned with many things about your job.

Is there a future? Will I get promoted? Will I get a raise? What if I get sick? When I get old can I retire from my job and draw a pension?

A person holding a civil service job with the city can answer "yes" to all of these questions.

Promotional examinations are held from time to time so that a city worker may advance to a higher classification within his civil service job field. Moderate raises are provided for by the "salary standardization" plan just described.

San Francisco's city employees have a health service. By paying a few dollars a month, a city employee and his family may obtain almost complete health protection. At the present time city employees may choose one of three different plans. The Health Service System is operated by a board of nine members elected by those who belong to the system.

Retirement System

All permanent city employees—not including, of course, members of the Board of Supervisors and officers appointed to boards and commissions—are members of the city's retirement and death benefit system. Contributions to the system are deducted each month from the employee's pay check. The amount deducted is determined by the age of the employee—the older he is when hired the more he pays. The city adds a certain amount to the contribution of the employee. If a city worker quits his job before he is eligible to retire, he gets back what he has contributed, but not the city's contribution.

A member of the system may retire at age 60 if he has 10 years of continuous service, or at the age of 55 if he has 20 years of continuous service. If a member dies while in service, a death benefit is paid to his heirs. This consists of all he has paid in to the retirement system, plus six months salary.

The retirement system is managed by a board consisting of seven members: the president of the Board of Supervisors; the city attorney; two men appointed by the mayor, one a life insurance company official and the other an officer of a bank; and three elected from and by the retirement system members. The mayor's appointees and the elected members serve five-year terms with one term expiring each year.

Conclusion

This may have seemed like a long chapter to you.

Yet, it is really a very short account of a story that fills many books. A careful reading of this chapter should have given you a mental picture of the background of San Francisco's "constitution," the Charter of 1932, and something about how it works.

Things to Discuss

1. Suppose there were a movement to place all city officials under civil service. Would you favor or oppose this idea? Give reasons.
2. In any government there are policy-making officials and there are administrative officials. Why is it important that the policy makers be elected?
3. It has been suggested that the assessor, treasurer, city attorney, public defender, and sheriff should be appointed rather than elected. Relate this suggestion to Number 2 above.
4. The operation of our city government and a business corporation are alike in some ways. A government, however, has certain responsibilities toward its citizens that a business corporation does not have toward its stockholders. What could they be?

5. A government is not stationary. It must change to serve the changing needs and problems of its citizens. Yet it must always remain controllable by the people. Why?

6. The mayor has a committee of citizens studying the everyday workings of our city government in relation to the provisions of the charter. As a result of their study the committee may make several recommendations regarding the charter. By what means could their recommendations be put into effect?

7. The structure of our city government is complicated. From your reading you should be able to put your finger on *who* is responsible for *what*. Try it.

8. A new mayor is elected. Perhaps he would like to appoint a friend to the job of chief administrative officer. He can't. Why not?

9. It is difficult to remove the chief administrative officer and the controller from their jobs. Is this good? Why?

10. The charter says, "No obligation involving the expenditure of money shall be incurred or authorized . . . unless the controller first certify that . . . funds are available in the treasury to pay for it." What does this rule prevent? Who is the "controller" in your family?

11. Those who set the tax rate, the members of the Board of Supervisors, are elected. Should they be appointed instead? Relate your answer to our nation's history.

12. The chief administrative officer and the controller are free of political control. Explain how they are.

13. Should a city's charter be flexible, capable of being adjusted to new conditions by the Board of Supervisors? Should a city's charter be rigid, spelling out in detail governmental procedures, with the people being the ones to vote for detailed changes and additions? These ideas are opposed to each other. Which do you prefer? Give reasons.

14. The charter says ". . . the Board of Supervisors (shall not) dictate, suggest, or interfere with the . . . chief administrative officer or . . . department heads under (him) . . ." Certain supervisors do not like this restriction. They want the charter revised or rewritten so they will have more power. What do you think?

15. In San Francisco, as in any city, there are a lot of good "causes" that one might take up. Name some.

16. There are 58 counties in California, but only one combined *city* and *county* government—ours. In fact, San Francisco's city and county combination was the first one in the United States. Suggest some advantages of this form of government.

17. Some people claim that local government is the most important political unit of all. Do you agree? Why?

18. Occasionally the Board of Supervisors place a measure before the voters that is known as a "declaration of policy." The citizens vote "Yes" or "No." Is this a democratic idea? Why?

19. A citizens' charter revision committee is discussing a possible change in the position of the chief administrative officer. Some claim that he has too much power for an appointed official. They feel that *all* top executive powers should be in the hands of an elected official—the mayor. Others say that the mayor has enough power now, that because of his authority over the budget, he can control the projects and spending of *all* departments—including those under the chief administrative officer. Discuss these two different points of view.

Things to Do

1. Have a class representative attend a meeting of the Board of Supervisors. They meet Monday at 2 p.m., second floor, in the city hall. Report to class.

2. Have a class representative visit the registrar of voters' office in the city hall. Ask to see a sample of a "declaration of policy"; to see the recall petition that was filed against Mayor Roger D. Lapham. Report to class.

3. Have a class representative visit the Civil Service Commission in the city hall. Ask to see the list of nearly 900 separate job classifications for city jobs. Report to class.

4. Have a class representative visit the Health Service System, Larkin Hall, Civic Auditorium. Get copies of the different health plans that are available to city employees. Report to class.

CHAPTER 3

Raising Our Government's Money

Did you ask your father or mother for a dollar this morning? Were you asked what it was to be used for or if you couldn't get by on less?

Perhaps you are on a weekly allowance and have to budget your spending over that period of time.

The mayor is in much the same situation with the Board of Supervisors, except that he doesn't ask them for money every day or for a weekly allowance.

He has to estimate how much will be needed to run the city for a full year and then submit a proposed budget to the supervisors. He has to tell them just what the money will be used for, and they may reduce or increase the amount he requests.

Departmental Estimates

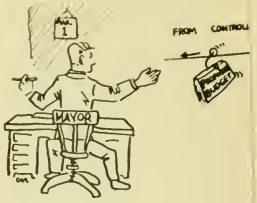
How much money will the Fire Department need? or the sealer of weights and measures? or the airport? or the Youth Guidance Center? or any other city department? The mayor has to find out. He obtains this information by having each department prepare an estimate of the money it will need in order to function for the next fiscal year.

Notice this *fiscal* year. One usually thinks of a year as running from January 1 to December 31, but our city, like most governments, operates on a fiscal year, which means that the governmental year begins on July 1 of one calendar year and ends on June 30 of the next year.

Preparing the Budget

It takes about six months to prepare and pass your city's budget. Here are the steps:

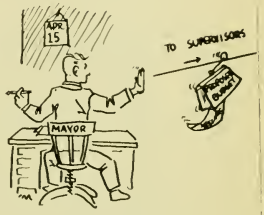
First, the departments of city government prepare an estimate of the money they will need for the next fiscal year. These estimates must be completed by February 1.



Second, on February 1 all the department estimates must be filed with the controller and must show a detailed breakdown of items, such as salaries, materials, equipment, planned improvements, and payments on bonded indebtedness, if any.

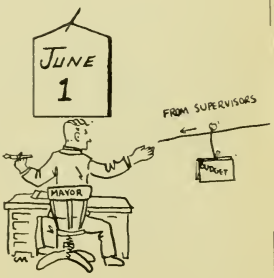
Third, the controller consolidates the entire city budget and sends it to the mayor by March 1. At the same time he must send the mayor an estimate of how much money the city can expect to collect from taxes and other sources. He must also give a total figure on what the city owes.

Fourth, the mayor then has until April 15 to study the proposed budget. He may reduce or reject entirely any proposed expenditure, with two exceptions. The exceptions are the school district's proposed budget and "fixed expenditures," such as interest on bonds. Both of these he must accept "as is." On all other budget items the mayor holds public hearings and consults with department heads. When April 15 rolls around he must send the revised budget to the Board of Supervisors, accompanied by the statement he received from the controller telling about the city's financial condition. In a "budget message" he may make particular recommendations to the supervisors if he wishes to.



Fifth, the people's elected representatives, the supervisors, now work over the budget. Two items must be accepted "as is"—the school district budget and most of the courts budget—and the money for each of these must be appropriated. In some instances the supervisors have the power to raise certain items, known as capital expenditures, and they may cut other estimates on ordinary expenses. By May 21 the budget must be adopted, together with the "salary standardization ordinance" which you read about on page 16. A final vote on both the budget and the salary ordinance must be taken by June 1.

Sixth, the budget is now returned to the mayor. He may veto any single item in the passed budget, except school items, court items, and certain "fixed" charges, like interest on bonds. The Board of Supervisors may override his veto by a two-thirds vote. In any event, June 20 is the last possible date for the Board to act on the official budget.



Too Complicated?

Does the route traveled by the city budget seem to be a long one?

No, not if we think of that route as one devised for our safety—for a businesslike approach to the problem of determining the amount of money the citizens of San Francisco must raise to provide themselves with the services they want from their government.

Remember that every dollar of that budget belongs to the San Francisco taxpayers—every person who owns property, every person who pays the sales tax—has a financial stake in where his money goes.

The mayor, the controller, and the Board of Supervisors must follow the official checks that are set up by the charter. At each point along the budget's route of travel the charter provides for a halt so that citizens may see how their money is to be spent or not spent, may make their opinions known, and may question the wisdom of any proposed expenditure.

A Simple Problem, But Involving Millions of Dollars

The job of estimating, studying, and passing the city's budget may seem like a long-drawn-out affair, but the problem itself is fairly simple.

Here are some 800,000 people living together in a place called San Francisco. They want certain things done, so they set up a government to do those things that they can't do individually or that can be done better through group action.

From time to time at elections they vote to have their government do more and more for them.

All of this runs into money.

Once a year they require their city officials to prepare a financial plan of operation. This plan is their budget. From this budget they find out how much money they'll need to raise in order to get the services they want from their government.

What is the next logical question?

It is this: "How much is each of us going to have to pay in the way of taxes to buy all the items in our budget?"

You'll recall that by June 20 the Board of Supervisors must adopt the city's budget. By that time they have a definite figure on how much money will be needed to pay the cost of operating all the city's activities for the next fiscal year.

They have completed the first part of the job of planning San Francisco's finances.

Finding the Money

You know the city has an income of its own—Municipal Railway fares, sales of water and electricity, traffic fines, parking meter collections, and fees for licenses and permits. Then there is the money collected by the city sales tax (one-half cent per dollar's worth of sales).

The supervisors take the estimated income from *all* these sources and subtract it from the budget figure. Usually they find that money from these sources will cover about 60 per cent of the budget.

Where will they get the rest—the 40 per cent?

They will get it by a tax on property.

The Property Tax

This property tax is a tax on real estate and improvements and on personal property, such as merchandise, furniture, equipment, and commercial bank accounts.

Many people have the mistaken idea that the owners alone pay taxes on property. Actually those who rent pay property taxes, too, but do so indirectly. The owner of rental property figures the property tax as a part of his expenses, just as he does heat, water, and maintenance. The rental charge isn't broken down to show these expenses, but they are there nevertheless. Also, merchants and businessmen add their property taxes to the cost of doing business. Part of the charge for their goods and services includes their property tax. So you see, everyone contributes something to the cost of government through taxes on property.

The owner of a home in the Sunset, or of an apartment house on Russian Hill, or of a downtown building, or of a factory, or of a vacant lot must pay a property tax.

How much will the tax be?

That depends on the value of the property.

State law requires that each year every resident must make a declaration of the real estate and personal property owned by him. This statement of ownership must be filed with one of our elected officials, the assessor.

An Important Office

The assessor's job is to place a fair value on all property that is to be taxed. Can you visualize the work involved in performing such a task?

Who owns each piece of property in San Francisco? What is each piece of property worth?

Every lot, every house, every store, office building, service station, and factory in this picture has a particular meaning for the assessor. Every one of the over 150,000 individual pieces of property in this picture must be appraised and assessed by him and his staff.

A big Job? Yes, and an important one. When the assessor does his work systematically and fairly, the cost of government is shared uniformly by all property owners.

Here is how he works:

First, he and his staff locate each piece of property. Each block in the city is numbered and each lot is numbered within its block. There are over 150,000 individual pieces of property in San Francisco.

Then, the assessor and his staff appraise all property—that is, place a market value on it. Can you see why this is a touchy subject with each property owner? In order to simplify his task, the assessor divides his work into a land valuation division, a building valuation division, and a personal property division.

What is this piece of land worth? What would it sell for today? In placing a valuation on land the assessor's appraisers take into account its size; topography; nearness to transportation, schools, and markets; and recent sales of like property in the neighborhood. The assessor's men figure up the value of the land at so much per front foot and the result is the *appraised value.*

In figuring out the valuation of a building, the assessor's appraisers go through the structure, noticing its age, the type of construction, and other features. They figure up the price per square foot for constructing a similar building at today's prices and then deduct depreciation. They are not so concerned with topography or location in appraising a building, as they are in appraising land. The result of their work is the *appraised value* of the building.

When it comes to personal property—furniture, machinery, merchandise, stocks and bonds, commercial bank accounts—every resident is required to file with the assessor a list of his personal property. Estimating the *appraised value* of this personal property by the assessor is quite a complicated process and need not detain us here.

From Appraised Value to Assessed Value

Now we have the *appraised value* of all land, buildings, and personal property. We may now examine the third part of the assessor's job—setting the *assessed value* of all property for taxing purposes.

The process itself is simple, but it takes time because of the great number of property valuations. Each year the assessor's office makes over 400,000 separate valuations.

In San Francisco the *assessed value* of property is about 50 per cent of its *appraised value.* The amount of tax is based on the assessed value. Thus, a building with an appraised value of $20,000 will have an assessed value of $10,000. The amount of property tax, therefore, would be based on the $10,000.

Assessment Roll

The assessor has finished his work.

He has compiled the *assessment roll*—a set of big volumes showing the assessments on all real estate and personal property in the city. As noon on the first Monday in July he files the assessment roll with the Board of Supervisors. He signs a sworn statement that all taxable property has been examined and assessed equally and uniformly by him, "according to my best judgment."

Protests On Assessments

For two weeks after it has been filed, the assessment roll, together with all maps and an alphabetical list of property owners, is open to public inspection.

Suppose a citizen looks at the assessment roll and thinks the assessor's valuation on his property is too high? A lower valuation will, of course, make his taxes lower. What can he do about it?

There is a law governing just such cases.

The Board of Supervisors acts as a reviewing board to hear protests concerning assessments. A dissatisfied property owner may appear before the Board and state his case. The Board considers the matter and makes a decision. This decision is final. It is to the credit of the assessor and his staff that, of the thousands and thousands of property assessments, fewer than 30 are protested each year.

Setting the Tax Rate

Now where are we?

Well, we have the *budget* for the next fiscal year. All the estimated income —Municipal Railway fares, water sales, parking meter collections, traffic fines, and so forth—has been subtracted from the budget so that the figure left over is the amount that has to be raised by means of a property tax.

We have the *assessment roll*, which gives the total assessed value of all the real estate and personal property in San Francisco.

With these two figures it is fairly easy to compute the *property tax rate*.

This is the job of the controller.

He takes the amount of money that has to be raised by a property tax and divides it by the assessment roll figure. This gives him a quotient. In 1953-1954 this quotient was .0627 or 6.27 per cent.

ASSESSOR
1953-1954

fice: Room 101, City Hall

ow chosen: Elected for 4-year term

lary: $1400 a month

mber of employees: 131

2 Assistants
46 Appraisers
26 Auditors
5 Draftsmen
2 Marine surveyors
2 Photographers
48 Clerical and other personnel

nual budget: $883,349, practically all for salaries

hat he did:

Made up annual assessment roll for submission to Board of Supervisors. Roll increased by nearly 60 million dollars to a new high of $1,884,884,826

Made over 20,000 land valuations for increasing assessments

Assessed 1454 new homes and flats, 307 new apartment buildings, 216 new commercial and industrial buildings

Comprehensive auditing program resulted in an increase of 10 million dollars in personal property valuation

The controller knows that in California the tax rate is quoted in terms of 100—that is, so many dollars and cents for each $100 of assessed value. So, he multiplies .0627 by 100 and gets $6.27. This was San Francisco's tax rate for 1953-1954. The Board of Supervisors, using the controller's figures, makes it official. The Board must do this job by September 15 each year.

Figuring Your Tax Bill

Knowing the tax rate, every San Francisco property owner may now compute his property tax for the year. Let's assume that you own a home with a market value of $15,000. It is assessed at 50 per cent of its value, or $7,500. With a property tax rate of $6.27 per $100 of assessed value, what would be your tax bill for the year?

Tax Rate Comparisons

Does the San Franciscan pay a higher tax on his home than does the home owner elsewhere in the Bay Area? No, he pays less.

Our 1953-1954 tax rate was $6.27 per $100 assessed value. This was the *total* rate—city, county, schools, everything.

In other cities and towns the tax rate is broken up into a city tax, a county tax, a school tax, and all sorts of other special property taxes. In order to get an accurate figure as to the *total* rate in these places one must add all the rates together.

Here are some interesting comparisons:

Place	Total Property Tax Rate, 1953-1954
San Rafael	$8.61
Oakland	8.07
Los Angeles	7.72 to $7.98
Berkeley	7.16

San Mateo	6.53
Burlingame	6.38
San Diego	6.34
San Francisco	6.27

The source for this information is Prentice-Hall's *State and Local Tax Service (Calif.)*, Volume 2, Section 31,850. The Los Angeles property tax rate varies because that city is divided into different assessment districts.

Collecting the Money

The tax collector's telephone jangled. He answered, and a voice said, "A couple of days ago I made a terrible mistake. I put a $5 gold piece in a parking meter on Mason Street. I know the number of the meter. Can you help me?"

The tax collector could. The coin, turned in by one of his parking meter men, was lying there on his desk. The collector assured the citizen that he could have it back for 5 cents—the amount he still owed the city for the parking space. Five-dollar gold pieces will not register in a meter and neither will the 3000 dimes *a month* that careless customers drop in the city's 12,132 parking meters.

As you read in Booklet II, the Department of Electricity is responsible for repair, installation, and maintenance of the parking meters; but the tax collector's office is in charge of collecting the nickels and pennies. This parking meter business is a *big* business in San Francisco.

Our 12 parking meter collectors and supervisor collect over $800,000 a year from these little curbside cash registers, money that is added to the city's general fund, thus helping to keep the tax rate down. One third of the city's meters are emptied each day, with a "take" running as high as 200,000 pennies. The coins are counted, with mutilated ones being rejected, and are then placed in bags and delivered by armored car to a bank. Key System tokens, which often show up in meters, are sold back to the Key System by the city for 4 cents each—a profit to the city.

But big as the parking meter business is, it is only a part of the tax collector's work. His main job is the collection of the real estate and personal property taxes that have been determined by the assessor. This job involves over 140,000 tax bills, 80,000 of them being handled by mail, at the request of individual taxpayers.

Property tax bills are paid in two installments, one due in December, the other in April. Suppose a property owner doesn't pay his tax bill? He has until the end of the fiscal year (June 30) to pay. The tax collector is then required by law to "sell" the property to the State immediately. This is known as a "stamp sale" because the owner of the property has five years in which to "redeem" his property, that is, pay the delinquent taxes, with interest.

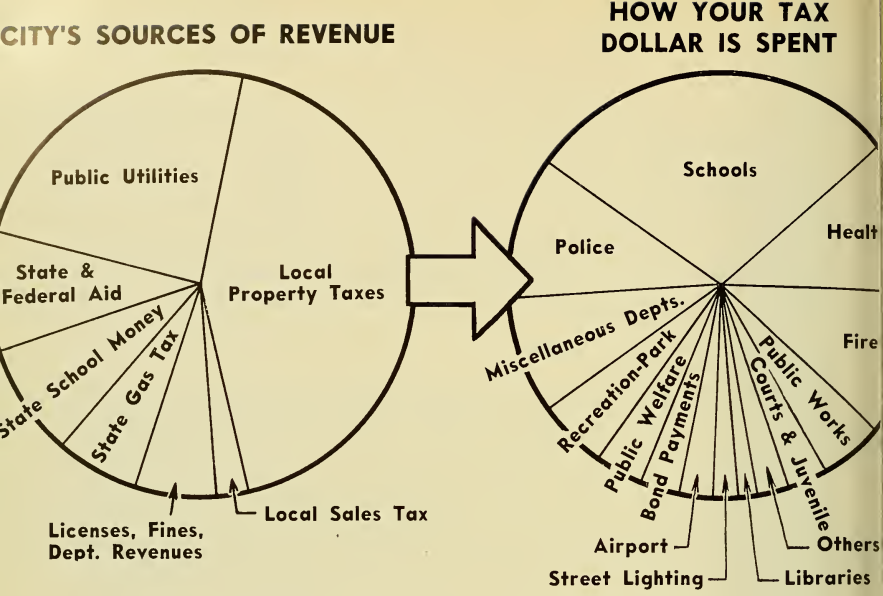


Chart at the left shows that less than half our city's income comes from property taxes. A sizable part of our city's income is from public utilities. Can you name them? Note the small portion of the total income that comes from the city sales tax. Chart at the right shows the distribution of the tax dollar ***only****, not the distribution of the city's* ***total*** *income.*

If the taxes remain unpaid for five years a public auction is then held, the property is sold for taxes, and the proceeds of the sale go into the State treasury.

The owner of the delinquent tax property has a right to "redeem" his property right up to the very moment of the first bid at the public auction—after the first bid, however, he has lost all claim to ownership.

Our rate of tax delinquency is among the lowest for cities our size—only about one-half of one per cent.

The Big Half-Cent

You probably don't "feel" the city's sales tax—it is only one-half cent for every dollar's worth of goods purchased, except in the cost of food products—but it mounts up, mounts up to five million dollars a year. The tax collector's Purchase and Use Tax Bureau is in charge of collecting this tax. San Francisco retailers turn the city sales tax money over to this bureau every three months. By law the sales tax money must be deposited in the city's capital improvement fund.

Licenses? The tax collector issues over 100 different kinds, but only after required permits in each instance have been obtained from the proper city dpartment—police, fire, health, and, in some instances, public works.

Bureau of Delinquent Revenue

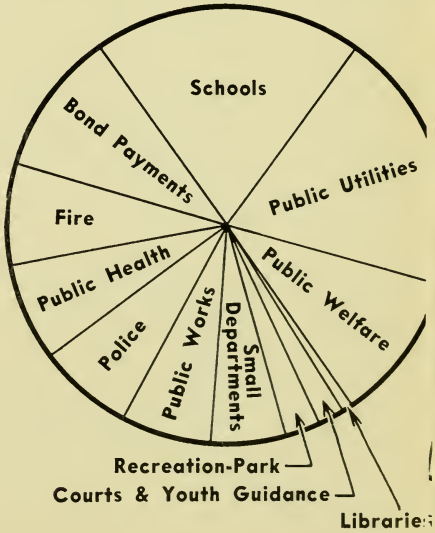
This division of the tax collector's office acts as the city's bill collector. Did someone damage a fire hydrant? A traffic signal? It is the duty of the tax collector to collect from individuals for damage to city property or for some service they were supposed to pay for and failed to do. In some cases he may have to file a suit in court in order to collect. This he does through the lawyer-member of his staff.

The Treasurer

All the city's money from whatever source obtained—sales tax, property tax, license fees, Municipal Railway fares, water and power sales, school funds, money from the sale of bonds, traffic and other fines, State grants, Federal grants, gas tax refunds, rents from the Civic Auditorium—the list could go on and on. *All* the city's income ends up at one place, Room 101 in the City Hall, the office of the city and county treasurer.

We will learn more about this elected official and his teammate, the controller, in the next chapter.

WHERE CITY SPENDS ITS MONEY



*This chart shows the distribution of **all** the city's income. Note that the largest single expenditure is for your education. While a large proportion of the city's income is **spent** on public utilities, they are also the second heaviest **contributor** to the city's treasury, as indicated by chart on Page 36. The charts were prepared by editorial art department, San Francisco Call-Bulletin.*

FACTS & FIGURES ON YOUR TAX COLLECTOR 1953-1954

ffice: Room 107, City Hall

ow chosen: Civil Service examination

alary: $900 a month

umber of employees: 49

1 Director, Bureau of Licenses
2 Cashiers
13 Parking meter collectors
33 Clerical and other personnel

nnual budget: $326,737, practically all for salaries

hat he did:

Collected $68,312,867 in taxes

Made up 143,000 tax bills, of which 60,000 were mailed to taxpayers.

Sorted, posted, and balanced 277,500 tax payments

Sold 2000 pieces of property to State for non-payment of taxes

Collected $6,500,000 through his Bureau of Delinquent Accounts, including 2600 such accounts for the Public Library

Administered city sales tax, processing 89,000 returns and collecting approximately five million dollars

Collected over $750,000 from parking meters!

Issued 67,870 licenses. Samples of licenses: 18,632 dog, 9946 bicycle, 2439 gasoline station, 374 public dance halls, 7 livery stables, 5 tattooing, 181 pawn broker

Things to Discuss

1. From time to time the assessor revalues or reappraises land and buildings in the city. Why is it important that he do this? From the standpoint of the city's tax income? From the standpoint of the property owner?
2. As you know, the assessor places on property an assessed valuation that is 50 per cent of its market value. In the case of machinery, however, it is assessed at 25 per cent of its cost price. How would you explain this lower assessment on machinery?
3. A builder constructs a number of houses of about the same size and of about the same material in a tract or along a street. He sells them for the same price. The assessor places a valuation on these houses that is less than the builder's price. Why?
4. War veterans are granted by law—what is called "veterans' exemption." If a veteran's assets are less than $5000 he is allowed a $1000 reduction in the assessed value of his property. If his assets are more than $5000 he does not get the $1000 reduction. What reasoning do you suppose led to the passage of this law?
5. Why is it highly desirable that the assessment roll be open to public inspection.
6. A home built of the same materials and of the same size will cost as much to build in Sea Cliff as it would to build on outer Third Street. Should the assessed value of the house be the same? Why would the Sea Cliff owner pay more property taxes than the outer Third Street owner?
7. When property is removed from the assessment roll, what does that mean? Does this increase or reduce taxes for the property left on the assessment roll? Why?

8. Nonprofit charitable organizations, hospitals, schools, and other institutions do not pay a property tax. What reasoning is behind such tax exemption?
9. The assessor will have his valuation staff resurvey the property of an owner upon the owner's request. Under what circumstances might a property owner request a resurvey?
10. In 1953 the assessment roll was increased by nearly 60 million dollars. What are some factors that bring about such an increase?
11. Why is the assessor interested in all new construction?
12. The assessor considers such things as nearness to transportation, to schools, and to shopping in placing a valuation on a house. Why?
13. In a community consisting mainly of homes and little industry and multistoried buildings, the tax rate is likely to be high. Why?
14. Philadelphia collects a payroll tax from all those who work in Philadelphia, but who do not live there. This Philadelphia Plan has been suggested for San Francisco. What do you think?
15. Nearly every year the cost of government goes up, and so do taxes. What are some of the reasons why government costs more than it once did.
16. Your government is now performing services formerly done at private expense, or left undone. Name some of these services. There are many.

CHAPTER 4

Spending Our Government's Money

You've just learned that two men—the treasurer and the controller—have the duty of receiving, paying out, and keeping accurate and complete records of all the city's money.

Actual custodian of this vast sum of over 200 million dollars is the treasurer, an elective official. His term of office is four years and his salary $1125 a month.

One wouldn't think of the treasurer as a man who makes money for the city, but he does—nearly half a million dollars a year. This is how:

Some of the money deposited with the treasurer is not earmarked to be spent immediately. Years ago it just lay there in the vault until the official orders came through authorizing its expenditure. "If I could loan some of this idle money to banks at interest," reasoned the treasurer, "the city would *make* money on its money."

State law and the charter permitted such a practice, so the treasurer went into the loan business. There are, of course, all kinds of legal protections so that the city won't lose if a bank fails.

Nowadays the treasurer will loan money to any bank which asks for it as long as the bank will "secure" the loan with government bonds and meet the other requirements regarding interest and so forth. A recent audit showed that the treasurer has 52 million dollars out on loan to banks.

Treasurer-Controller Team

Where does the controller fit into this picture? He and the treasurer work as a team; they have *joint* custody of all public funds. In fact, it takes both of them or a representative of each to open the city's money vaults.

Says the charter: ". . . moneys and securities in the possession of the treasurer shall be deposited in a . . . safe with two combination locks. The combination to one lock shall be known only to the treasurer . . . and the combination of the other . . . known only to the controller . . ." The vaults can't be opened unless both combinations are worked.

The treasurer will not pay out a nickel of the city's money unless he has a "warrant" (check) issued by the controller.

And the controller will not issue a warrant unless he is positive that the expenditure is legal and that the money for payment is available. Both the treasurer and the controller must initial the record of all withdrawals from the city treasury, and at the end of every business day they must both verify the treasury balance.

How and for What

The treasurer and the controller are only custodians of the city's money.

Just how that money is spent and for what is determined by law.

First, there are the charter regulations. For example, the procedure that must be followed in purchasing supplies fills some 35 sections of the charter. Then there are ordinances passed by the Board of Supervisors that involve the spending of the city's money. And, thirdly, there are amendments and additions to the charter dealing with money matters that have been placed there by the voters.

Remember the Past?

Earlier in this booklet you read about good laws being used by bad men to make money for themselves at the expense of the welfare of their city.

And you read how, finally, the good citizens of San Francisco took vigorous action and brought an end to this state of affairs.

When our 15 Freeholders got together in 1931, each one had the same question on his mind.

It was this: How can we make efficient, honest government *easy* for our officials to achieve? Or, expressed in another way: What safeguards can we set up that will make it *difficult* for our officials to be inefficient or dishonest?

You've already learned of some of the things they did to make good government easier to achieve.

They placed greater responsibility on a few men in high office by reducing the number of elected officials.

They created new offices, the holders of which were charged with the duty of giving the city a business-like operation. These officials were the chief administrative officer and the controller.

And they created the Executive Budget system and charged a particular official, the controller, with the job of watching over the spending.

Steps in Spending

Let us see how your money is spent.

First off we must remember that not one nickel can be spent unless it has been budgeted—that is, the money must be in an approved budget of a particular department and appropriated by the Board of Supervisors.

To illustrate how this system works, we'll take a particular project and follow it through to completion.

Suppose there is a street repair job that must be done in your block. The Department of Public Works has estimated that a certain amount of money will be spent throughout the city this year for street repair, and your block has been included in that estimate. The Department included this amount in its total budget; the budget was approved; and the supervisors appropriated the money. Taxes have been collected and the money for street repair, as well as for all other city expenses, has been deposited with the treasurer.

A Real Achievement

One of the most important departments of our city now enters the picture—the Purchasing Department. The creation of this department, along with the positions of chief administrative officer and controller, belongs high on the list of accomplishments of the men who drew up our charter.

This department, which operates directly under the control of the chief administrative officer, is a big reason why the taxpayers of San Francisco get their money's worth for their tax dollars.

It is the department entrusted with the job of purchasing materials, equipment, and supplies for *all* departments and institutions of the city, including the school district. Even the printing job for this booklet you are now reading

was handled by your city's Purchasing Department. It should be noted that the school system could, if it wished, establish its own purchasing department. Instead, it uses the city Purchasing Department, paying for such service received.

Bidding on a Job

But how about that street repair job in your block?

The Department of Public Works will make a general estimate of how much the job will cost, then will draw up the specifications, stating the kind of material to be used, the depth of paving, and other details. This information will be sent to the city Purchasing Department. The reason for this estimate will be seen in a moment.

Notices inviting any interested firm to bid on the job are printed for two days in a newspaper. During the time that must elapse between the notice inviting bids (at least five days), the bidders examine the job specifications that are on file in the city purchaser's office, noting details as to materials to be used and other specifications.

Some city jobs contain a "penalty clause" in the contract. This means that the job must be completed on a certain date. If the contractor fails to finish the work on the specified date, he must pay money to the city for each day's delay.

Within a certain time all the bids in sealed envelopes are turned in to the city purchaser, who, in the presence of all bidders, opens them. The charter usually requires that the low bidder get the job. This system requires close figuring by the bidder and is economical for the taxpayer.

There are a number of details concerning the bidding system that are not mentioned here. Most of them have to do with protecting the city's interest and making certain that the bidder is financially able to do the work he bids on.

Rejection of Bids

Suppose all the bids submitted are much higher than the city's estimate? The charter permits the city purchaser then to reject all bids and either re-advertise the job or have the city do the work itself.

The city Purchasing Department and the city purchaser are under the direct control of the chief administrative officer.

You'll recall that all contracts and purchasing orders in excess of $2000 must be personally approved by the chief administrative officer. He must also establish regulations guaranteeing that firms submitting bids in excess of $1000 are financially able to carry out the job on which they bid. And, when for some reason it is necessary to extend the period of completion of a contract, the chief administrative officer must approve this extension.

Payment for Job

Let us finish the paving job. The low bidder got the job and completed it. The work was accepted by the city. The controller now issues a "warrant" to the firm that did the work. This is just like a check and the firm may cash it.

See how the men who drew up our charter made provision for the careful spending of our tax money? The rules and regulations are so drawn that "politics" has little influence on the spending of the city's money.

Purchases of $1,000 or Less

In the case of smaller purchases, the city purchaser, in the interest of speed and a reduction in clerical work, is authorized by the charter to make purchases in the "open market" without calling for bids. In such instances he gets price quotations from three merchants and chooses the lowest price. *All* departments of the city government must make their requisitions to him, and he issues purchase orders.

Thus, all the buying of the city is consolidated in one place. This procedure makes it possible for the city purchaser to standardize materials, supplies, and equipment so that group purchases can be made at considerable savings.

Speedy Delivery; Speedy Payment

A few years ago the city purchaser and the controller devised a plan for making small purchases up to $25. It is called the "Purchaser's Revolving Fund," and its purpose is to simplify the making of small purchases and paying for them.

Departments of the city government and the merchants who fill these small orders have been delighted with the results. Such purchases are ordered the same day as requisitioned, and payment is made to the merchant as soon as he sends his bill. In a year's time over 6000 small orders are handled quickly and efficiently by this method.

Other Duties of Purchaser

While we might think that the purchase of millions of dollars worth of materials, supplies, services, and equipment each year would be enough of a job for one department, we learn that the city Purchasing Department also is charged with two other tasks—the sale of unfit or unnecessary city property and the operation of repair shops.

The sales by the city purchaser are much like auctions, with the highest bidder getting the article. A sample year shows the city purchaser selling such things as old streetcars, typewriters, automobiles, traffic signals, shop tools, school desks, and grease and bones.

The city purchaser also operates repair shops for city automotive and mechanical equipment, garages, storehouses, and a gasoline and oil service station for city-owned vehicles. He's even responsible for repair of merry-go-rounds and ferris wheels!

City Attorney

Every large business has a legal staff to advise it and to represent it in legal matters. A city, too, has a legal adviser in the person of a city attorney.

Our city attorney is elected to his job for a term of four years and is paid $1400 a month. He has the authority to hire and fire his staff.

The statement in the charter regarding the duties of the city attorney takes up less than a page, but a careful reading of that page would probably lead you to say, "That's one job I *wouldn't* want." Why? Because the city attorney is always involved in all kinds of complicated legal matters. Just about the time he settles one of them, two more pop up.

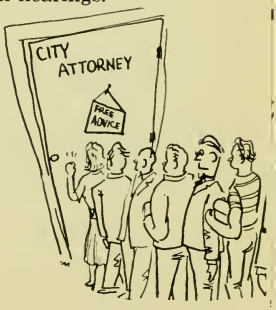
Every time a claim is filed against the city—damage suits against the Municipal Railway; damage suits by persons who hurt themselves because of a broken sidewalk; playground injuries; and so on—the problems end up on the city attorney's desk. He and his 24 attorneys handle more than a thousand damage suits a year.

Then there are cases in which the city is trying to force a private firm or individual to do something.

It is the city attorney's job to represent the city in court. For example, he recently filed 14 suits against Peninsula customers of the Water Department in an effort to break special rate deals these customers had made with the old privately-owned Spring Valley Water Company before it was bought out by the city.

Perhaps there is an argument between the city's Public Utilities Commission and an airline over a lease at the airport. If the case goes to court, the city attorney must represent the city. If the telephone company or the power company applies to the State Public Utilities Commission for permission to raise rates, the city attorney speaks for the city's consumers at such hearings.

Adviser



Court work is only part of the city attorney's job.

By law he must give advice on request to any city officer, board, or commission. He must prepare all ordinances in the correct legal form before they are enacted by the

FACTS & FIGURES ON YOUR CITY ATTORNEY 1953-1954

fice: Room 206, City Hall

w chosen: Elected for 4-year term

lary: $1400 a month

mber of employees: 42
24 Attorneys
1 Valuation engineer
1 Claims investigator
16 Clerical and other personnel

nual budget: $342,128, practically all for salaries

hat he did:

Tried 124 jury cases in Superior Court
Filed 330 actions for the city
Became representative of city in 699 damage actions filed against Municipal Railway
Advised Public Utilities Commission on 757 "non-litigated cases," each in excess of $100 and which were settled without going to court
Represented city departments in 138 court cases
Represented Municipal Railway operators at Coroner's hearings and in the criminal division of the Municipal Court
Filed 14 suits against consumers of Water Department, most of which were to break the special rate deals these consumers had with the old privately-owned Spring Valley Water Company
Represented city in 45 sidewalk cases—"fought tendency of juries to give large awards in such cases." Result: damages claimed, $689,000—settlement, $43,000.
Valuation engineer represented city in rate hearings before California Public Utilities Commission over telephone company rates and power company rates
Acted as legal adviser to Board of Supervisors and other city officials

supervisors; he must see that all bond issue proposals are worded in such a way that the city's interests are protected; he must prepare the draft or form of all contracts made by the city; and he must examine and approve the title of all the city's real estate purchases.

Is there a story in this morning's newspaper reporting a person killed by a vehicle of the Municipal Railway?

If there is, it becomes the concern of the city attorney. He will act as adviser to the Municipal Railway operator involved at the coroner's hearing and in the criminal division of the municipal court. The city attorney will also represent the city in case a damage suit arises out of the accident.

A Noble Institution

"No one institution under English law, and only our own Bill of Rights, has done as much to safeguard and guarantee personal liberties and individual freedom."

What institution is being referred to? It is the grand jury. The statement was made by a member of San Francisco's 1953 Grand Jury.

Perhaps you'll agree with that statement after you have learned about the work of this institution.

State law requires each county to set up at least one grand jury a year. It consists of 19 residents and property owners of the county. They are selected to serve one year by the presiding judge of the superior court from lists furnished him by other superior court judges. The jury meets once or twice a week, and its meetings usually are open to the public. The law requires that the district attorney or one of his assistants attend all sessions as legal adviser to the jury.

Indictment Powers

The grand jury has two distinct duties to perform.

First, the grand jury has an important role in criminal matters. It performs its duties *before* an accused person is brought to trial. As you know, when the police make an arrest, they try to get as much evidence as possible. This evidence they turn over to the district attorney. The district attorney may now appear before a judge and request an *indictment*, or he may request that the charges be dismissed for lack of sufficient evidence. In either instance the grand jury is not involved. In very serious felony cases, such as murder or complicated matters involving embezzlement, bribery, or graft, the district attorney presents the information to the grand jury and *it* decides whether an *indictment* shall be made.

An indictment is a formal statement of charges against the accused. Only 12 of the 19 jurors need vote for an indictment to have it take effect. An indicted person has not been proved guilty; he is just accused of a crime. Indictment by the grand jury method accounts for less than one per cent of the total indictments in San Francisco, but they are the most serious crimes.

Investigation Powers

The second duty of the grand jury is to examine the work of all city departments and the school district's expenditure of funds. These investigations are normally made by small committees who report back to the entire jury. The jury then makes an annual report of its findings, together with recommended changes or improvements in the conduct of the city's business. The report is made to the presiding judge of the superior court, with copies being available for the newspapers and others who are interested.

If the grand jury finds evidence of willful wrong-doing by a city official, it must bring an indictment against him.

Our 1953 grand jury issued a number of *interim* reports. These were reports made immediately after the investigation of particular departments and were more detailed than the final report, which is made at the end of the year.

What did the grand jury find in its investigation of our city government?

Enough to fill 128 typewritten pages—most of it good. Here are some sample quotations from the grand jury's final report:

> **Mayor's office**—". . . we are convinced that the affairs of his office have been conducted with dignity, and we compliment and commend him . . ."
>
> **Chief Administrative Officer**—his office ". . . is in good hands and is being administered [so that] maximum services are being provided at minimum cost to the taxpayer."

Controller's office—". . . has inaugurated a system of controls and internal checks . . . not excelled in any city of the United States. The controller has saved us millions in interest costs . . ."

Treasurer's office—". . . in excellent condition and kept in strict compliance with . . . the laws."

Purchaser's office—". . . under able guidance . . ."

The care with which the grand jury went about its investigations is indicated in a long list of recommendations.

More Space Needed

Many city offices and departments are crowded for space. "Valuable papers and records [in the county clerk's office] are kept in paper cartons and boxes." The jury recommended buying more filing cases. It reported that more space is urgently needed for the public administrator; for the registrar if he is to care properly for the city's 1585 voting machines; for the courts; for the district attorney; for the city attorney; and for the Police Department.

Improving Government Service

According to the grand jury, the efficiency of the city's government would be increased

if "a modern building and yard centrally located were constructed to house the four separate units of the Purchasing Department";

if the coroner's office, ". . . totally inadequate . . . a shame and disgrace to San Francisco," be renovated, new equipment purchased immediately, and the pay of employees increased;

if the Police Department's communications system were modernized;

if the county hospital and the Laguna Honda Home were repaired and modernized;

if a combined Traffic Bureau were established ". . . where parking facilities are available"; and

if additional personnel were allowed for the city attorney.

Charter Change

The jury felt that something should be done about the charter. "Departments are handicapped in the discharge of their duties through antiquated and outmoded charter provisions . . . now would be the proper time for a comprehensive study of this subject with a view to the redrafting of a new charter, and we so recommend."

ELECTIVE OFFICERS

City and County of San Francisco

OFFICER	TERM (Yrs.)	SALARY (Mo.)	CHIEF DUTIES
Mayor . . .	4	$1866	Chief executive.
11 Supervisors .	4	200	Legislative body
District Attorney	4	1400	Prosecuting attorney in criminal cases.
City Attorney .	4	1400	Legal adviser; represents city in all civil matters.
Public Defender	4	950	Counsel for destitute held for criminal trial.
Sheriff . . .	4	1125	Judicial officer for Superior Court.
Treasurer . .	4	1125	Custodian and disburser of city moneys.
Assessor . . .	4	1400	Evaluation of real and personal property.
22 Superior Court Judges .	6	1395	County courts of State system.
12 Municipal Court Judges .	6	1250	City courts — minor civil and criminal matters.
7 Commissioners of Board of . . Education*	5	$15 per meeting	Set educational policy under State and local laws.

* Commissioners of Education are nominated by mayor and nomination is approved or rejected by voters.

Concluded the grand jury of 1953: "We have a city of which we are proud, and the government of the city, by and large, is excellent," but we "cannot live in complacency in civic affairs, but must move energetically toward the future. Only by bold strokes will San Francisco occupy her place as one of the great cities of the United States."

Its conclusion was directed to you, the future voters of San Francisco.

Things to Discuss

1. Is it desirable that the Board of Supervisor is required by law to approve the appropriation of the taxpayers' money? Why?
2. Why might it be unwise to make the city purchaser an elective official?
3. Suggest some supplies that are used by all city departments and which could be standardized. What advantage is there in such standardization?
4. Have someone in class look up the dictionary meaning of the word "collusion." How might it be used by bidders on a city job?
5. Is it a good idea to have all bids on a city job opened by the city purchaser in the presence of the bidders? Why?
6. Some city contracts with business firms are known as "Term Award Contracts." What might they be? Illustrate.
7. When prices are rising, a Term Award Contract may be to the city's financial advantage. In what way? Illustrate.
8. If all the bids submitted for furnishing a certain commodity to the city are exactly the same amount, the city purchaser is authorized to reject them all and purchase in the open market. What reasoning is there behind this provision?
9. Section 117 of the charter states: "No article or articles furnished under any contract . . . shall have been made in a prison or by convict labor." What reasoning is behind this section?
10. No purchase order or contract involving the spending of money can be issued unless the controller certifies that funds are available in the particular budget. Why is this a wise charter provision?
11. All city bills go to the city purchaser; then he must turn them over to the controller. Why?

12. The 1953 grand jury report says "... the ardor, eagerness, and enthusiasm with which grand jurors enter upon their duties is somewhat cooled ... upon learning that ... their authority is of minor character ..." The jury suggested creation of a commission or committee to "follow through" on the recommendations the jury made in its report. What do you think of this proposal?

13. The grand jury is composed of citizens who *do not* hold any public office. Would it be a good idea to have the grand jury consist of public officials? Explain your answer.

Things to Do

1. Have a class representative visit the city purchaser's office, Room 270, City Hall. Ask one of the men there to show the representative the file boxes that are used for bids on city jobs, and explain the procedure. Report to class.

2. Have a class representative make an appointment with the city purchaser to be present when the bids are opened on a particular job. Report to class.

3. Have one class representative visit each of the following repair shops: 313 Francisco Street; 2800 Alameda Street; and the motorcycle repair shop at the Southern Police Station, Fourth and Clara Streets. Report to class.

4. Have a class representative phone the city purchaser's office and obtain the date of one of his auction sales. Attend the sale and report to class.

5. Have a class representative phone the head of the Blueprinting Section, fifth floor, city hall, and make an appointment to visit the section. Report results of visit to class.

6. Have a class representative phone the Tabulating and Reproduction Bureau, room 50, city hall basement, for an appointment to be shown through the photography, photostating, and duplicating plant. Report results of visit to class.

CHAPTER 5

Your Place in Your City's Government

Here we are at the end of our study of San Francisco's government. This is the last chapter in the last booklet of *The City* series.

You've acquired a great number of facts—facts about the departments, agencies, commissions, divisions, and individual officials that make up our city's government—the government that will most intimately affect your life and your pocketbook as long as you live in San Francisco.

You've learned how the money is raised to pay for all the services we have ordered our city government to provide us, and you've learned just how that money is spent. You've read how unscrupulous men once gained control of our government; how they used it for their own financial gain; and how the good citizens of San Francisco finally rose up against them and sent them to prison.

Active Citizenship

You've seen typical examples of American self-reliance, of that "can do" spirit of citizens who, working in groups *outside* their government "started the ball rolling" by initiating projects they wanted—a war memorial opera house, a veterans' building, museums, a rifle range, a public library, schools, and so on and on.

And you've read about the 15 business and professional men who gave their time freely for days on end to devise for San Francisco a "constitution" that would make good government possible—the Charter of 1932.

We have good government in San Francisco today. Not perfect, but good. Why? Good government is not automatic. You don't just push a button and, presto, something labeled "Good Government" comes out of a machine, all nicely wrapped in cellophane.

Proved Affection

The *reason* we have the kind of government we have is simple—so simple that it might surprise you. It is because thousands of San Franciscans love their city.

But their love is not a passive thing.

They don't just sit back contentedly and sing "I Love You San Francisco" to themselves. They do something to prove their love.

They devote a portion of their time and energy to making San Francisco a better place in which to live. And they do this for nothing, for no pay.

They have what we call "civic pride."

They do not accept that old saw "let George do it." That is, expect others to take care of their civic responsibilities for them. They know that this imaginary "George" may do nothing; or he may make costly mistakes, thus needlessly increasing the tax bill; or he may be inefficient; or have no vision as to future needs; or even be downright crooked.

If we sit idly back and do not personally contribute to our government, what may happen? Something may go wrong. Then we squawk. What right have we to complain? If we let other people play the game for us, we can't expect to win. And if we don't win, we yell that politics is "dirty" and that politicians are crooks, self-seekers, and all the bad names in the book.

Politics is everybody's business in a democracy.

For the Many

The founders of our government believed that government had to be based on the *consent of the governed*. They believed that the purpose of government is to serve the majority of the people, not just a favored few. A government like this is not easy. In fact, democracy is the most difficult of all kinds of government because so many people participate in its operation. To get action in a democracy is a slow process. A majority, sometimes two-thirds, of the voters must be convinced that a proposal is a good idea before it can become a law.

Contrast this with what happens under a dictatorship. One person decides what he wants to do and that's that. Easy. Perhaps a majority of the people are opposed to the idea, the plan. That's too bad. The dictator and his friends have made a decision. Obey, or else . . . !

Slow But Fair

We may be annoyed at times by the apparent slowness of our democracy in acting on problems. Yet, this very slowness is one of democracy's greatest strengths, one of its greatest safeguards of our personal liberty and freedom.

This process of having to "sell" a majority or two-thirds of the voters on a plan means that when and if such a plan is approved it represents the *consent of the governed*, the will of the majority of the people.

This takes time—time for the people to study the issues; time for the people to make up their minds.

We may get impatient about something in our city that needs to be done. Extra impatient if we are young. We want action now, right now. But it simply can't be that way in a democracy. There are too many people involved in a democratic decision to expect speed in decisions. Rights of individuals can't be trampled on in a democracy. Rights of individuals must be protected. So progress is slow.

Protecting Rights

A good illustration of this slowness in a democracy, of this effort to be fair to all, to protect the rights of the individual, is the Western Addition Development Project.

From the time the Board of Supervisors recommended that the Western Addition be redeveloped, to the start on tearing down the old buildings, a period of six years elapsed. Why so long? Because the law required ten different steps before the project reached the "bulldozer" stage.

The rights of all those concerned had to be protected—the rights of the property owners and the rights of those who lived there. The detailed steps and protections set up along the way need not concern us here. Suffice it to say that now the project is under way.

And it *is* under way because of the steady day-to-day work of San Franciscans, inside and outside of their government, to make a dream, a vision become a reality.

Personal Service

In fact, one of the really fine things about our kind of government is the contribution *individual* citizens make to their government.

Right now in San Francisco thousands of them are giving their time and attention to serving their city. And they do this *in addition to* carrying on at the job of earning a living.

Some of these San Franciscans serve as members of city commissions, like Recreation and Parks, Library, Housing, City Planning, Public Welfare, Parking, and so forth. Others act as trustees of the War Memorial Board, the museums, and the Academy of Sciences. Still others serve on the Board of Education, the Child Welfare Advisory Committee, the Juvenile Probation Committee, and the Health Advisory Board.

Many more serve *outside* the government in community service organizations that are dedicated to making San Francisco a better place in which to live.

Special Committees

From time to time the mayor appoints a citizens' committee to explore particular problems. An example of this is the San Francisco Forward Committee, a group composed of private citizens representing various civic groups. The mayor has asked them to develop some solid thoughts for the future of San Francisco.

That is a big assignment when one realizes that the committee will tackle such subjects as traffic, parking, transportation, the need for new city office space, the question of additional parks and playgrounds, and how to increase the facilities for conventions.

But "the moving finger writes, and having writ, moves on . . ."

Some day, those San Franciscans who are *now* serving their city will be dead. Some of the problems of today they will have solved. Other problems will remain, awaiting solution—solution by future voters.

Who will carry on the business of our city's government? Who will man the commissions, boards, agencies? Who will head the citizens' advisory committees on this and that? Who will head the civic improvement clubs, the San Francisco Forward Committee of 1985?

No Doubt About It

You don't need a crystal ball to answer those questions. All of these jobs, all of these responsibilities (and probably some new ones, too) will be spread among those of you who are at this moment high school seniors.

A future mayor, supervisor, president of the City Planning Commission, director of the Housing Authority, or chairman of the San Francisco Forward Committee may be you, may be a classmate, may be in another civics class in some other high school.

What will be the name of the 1985 chief administrative officer, controller, assessor, treasurer, tax collector, superintendent of schools? Who will be running for district attorney, sheriff, judge of the superior court, for supervisor in the general election of November, 1984?

The names are in the roll books of San Francisco's civics teachers.

Civics Important

Eventually each of you will be "it." Each of you will be an adult citizen of San Francisco long after today's officials, commissioners, directors, and trustees are gone.

ANDRE LUBAR

That is why the Board of Education, the superintendent of schools, your principal, your teacher, your parents, and thousands upon thousands of others are vitally interested in what is called your *civic* education.

They want you to be at least partially prepared to carry on when they are gone—to participate actively in the big and rewarding job of making it possible for more and more people to say of San Francisco, "This is a good place in which to live."

Let's be specific.

Many Problems

What are San Francisco's problems today? You've read of a number of them in these booklets of *The City* series. Let us review those, and add a few more. Some of the problems are nearing solution; others continue to baffle the city's best minds.

Traffic? Probably the most familiar problem to the largest number of people is the matter of moving people and goods over our streets. The problem itself is simple—too many cars, trucks, buses, and streetcars for the available street space. The possible solutions are both difficult and expensive. While considerable energy is now being expended by governmental agencies and groups of private citizens on this problem, there is every possibility that it will be with us a long time—long enough, certainly, for you as a voter to become involved in it.

Annexation of Part or All of San Mateo County? The legal machinery for such a step is already in our charter, but there are differences of opinion as to whether San Francisco would lose more than it would gain by such annexation. This question will certainly come to the fore when you are a voting citizen.

Waterfront? Once we ranked third in the nation; now we have slipped down in the list of the top ten. Our waterfront is under State control. Would it be better if San Francisco ran its own port, just as do all other California cities? Would that increase our shipping business? The problem of our port will also be with us when you become a voting citizen.

New Bay Crossing? The construction on the so-called Southern Crossing from Army Street to Alameda *may* begin in a year or so, but we can't be sure. There are powerful forces at work in the East Bay to get a bridge built parallel to the present San Francisco-Oakland Bridge. Others want one constructed from Candlestick Point; still others are promoting the idea of a bridge from Geneva Avenue. The bridge issue is tied in with a number of other matters, such as the Reber Plan to make part of the bay a fresh water lake; the dream that some day transcontinental trains will come directly into San Francisco; and the conviction of many San Franciscans that bridges are a part of the state highway system and as such should be toll-free. You and your fellow-citizens will have to face up to these issues.

Schools? Rising costs and increasing enrollment have outdistanced our school building program. Soon the 48 million dollar bond issue money will be spent, and we'll still need more buildings. Also, we are approaching the legal limit on the amount of taxes that can be levied for school purposes. It is possible that this problem will require a decision about the time you become a voter.

202 of these portable school rooms are still in use.

Hetch-Hetchy? Remember reading in Booklet II of the compromise agreement we have with the Federal government, permitting us to use Yosemite National Park for our water supply? Remember that we generate electric power at our dams which we sell, not just to San Francisco householders, but to others. Well, we own one of the best remaining powerhouse sites in California. Should we build a dam there and produce more electricity? This is surely a question you will be called upon to decide in the future. And it is a question that will generate much heat.

Redevelopment? Should we continue with our redevelopment program? Redevelop more of the Western Addition? The South of Market area? Other sections? It is a question for the future.

More Space for City Offices? Today city offices are strung out all over the city, some of them in rented quarters. What to do? There are many proposals: Build a new office building in the Civic Center and make the city hall over into a courts headquarters. Build a new Hall of Justice. Renovate the present Hall of Justice. These are but a few of the proposals. Whatever is done will require the expenditure of millions of dollars, raised through a bond issue and paid off by increased taxes. You, as a voter and taxpayer, will be called upon for a decision.

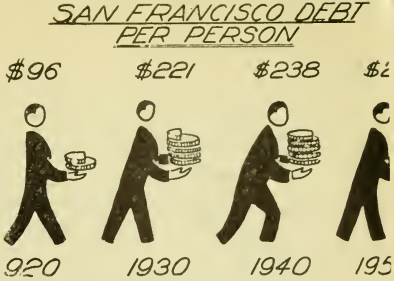
Revise the Charter? Our present charter has been in use since 1932. Since that time 100 new sections have been added to it and it has been amended over 150 times. Some people think the charter should be revised. Others say that a board of freeholders should be elected to draw up an entirely new charter for submission to the voters. You, as a voter, will participate in discussions over this matter. You will be called upon to decide what, if anything, is done. The future of San Francisco's "constitution" is truly in your hands.

This is quite a list of civic problems, isn't it?

Yet, there are many others.

We lose big conventions because our Civic Auditorium is too small. Should we enlarge it? Or build a new one? And how about that vacant land in the Presidio? As long as it belongs to the Federal government, we get no tax money from it. Does the Army need all that land? Or could some of it be turned over to private individuals for the construction of homes and apartments and thus bring us added tax income? Can we reclaim some of the mud flats along the Bay shore and make that land available for industrial use? What inducements can we offer to industries to get them to build plants here?

One could go on and on, pointing up the issues, the problems, the hopes for the future that are the concern of every thoughtful San Franciscan. And *thoughtful* citizens will be needed to work out the best solution in each case—best for the city as a whole, best for the future of San Francisco—the place in which most of you will spend the rest of your lives.



Money, Money, Money

Improvements cost money, whether for a new set of spark plugs for the family car, a coat of paint in the kitchen, or for another Hetch Hetchy dam.

Cities are like people, in that they try to live within their incomes. But sometimes cities, like people, go into debt for something they want or need. They borrow money; they buy something on a time payment plan.

You learned in previous booklets of *The City* series how a city borrows money by means of issuing bonds—promises to pay back the borrowed money, with interest, over a period of time.

And you can realize that the solving of almost every one of the problems we've mentioned involves borrowing money.

Yet, we simply can't afford to borrow the millions and millions of dollars that would be required to do all we would *like* to do. Compared to other cities in the country, we are heavily in debt. Nearly 120 million dollars—about ten per cent of our total yearly budget—must be used for payments on our bonded indebtedness.

If we borrowed enough money to do all we'd *like* to do, our tax rate would skyrocket. So we must pick and choose between what we need most and what we can do without, at least for the time being.

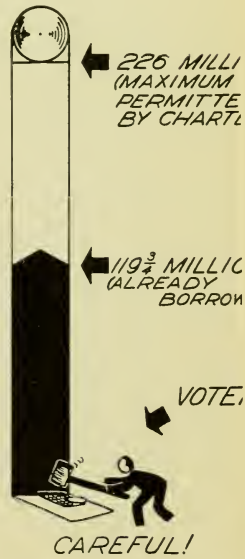
Necessities must come before luxuries. This is as sound common sense for a city as it is for a family.

So, you see where we stand.

We know the problems we have.

In some cases we have the solutions, but, money, money, money!

Where and how are we going to get the money to do what we'd like to do?



Your Contribution

You may say, "Certainly, there is a lot ahead of us, but that's not my worry. I can't do anything about it now."

But you can—right now.

Many organizations of citizens are working toward solutions of our city's problems, working toward improving our government, working to find ways and means of financing the costs of improvements, working to make San Francisco better. And they *want* teenagers to join them.

Are you interested in improving your own neighborhood, your own district?

Of course; but what can you, one high school senior, do? Not much alone, but as a member of a *group* you can make your voice heard. That is the reason we have neighborhood improvement groups throughout San Francisco. There are over 60 such organizations in the city composed of individuals who have joined together for the purpose of studying the problems of the city as a whole and the problems of their particular neighborhoods.

They are *active* citizens who are participating in their government.

They are *informed* citizens who are not content to "let George do it."

They are citizens who are giving their own time to making San Francisco a better place in which to live.

Activities of Neighborhood Groups

What happens at a neighborhood association meeting? Many things.

Perhaps it is nearly election time. The candidates running for city offices will be discussed by the association members. Maybe some of the candidates will speak before the group. Then the association may make recommendations as to which candidate it thinks is best for each city job. It may broadcast this information to the neighbors.

The neighborhood association will study all bond issue proposals, as well as other ballot measures. It may publicly support or oppose certain measures. Each neighborhood association watches the operation of the city government closely and is quick to make known to officials when it disapproves some action.

It constantly discusses the need of the neighborhood and seeks to fill those needs. Frequently a neighborhood association officer is asked by the mayor to serve on some city commission, board, agency, or committee.

See Them in Action

Yes, if you are sincerely interested in improving your neighborhood, your city; if you want to know why one bond issue proposal should be approved and another defeated; if you want to find out about the candidates running for office—attend some meetings of *your* neighborhood association.

The First Step

Before you attend a meeting of your own neighborhood association, however, it will be a good plan to attend a meeting of the Central Council of Civic Clubs. The Council meets at 8:15 p.m. the first Friday of each month in the Memorial Hall of the Odd Fellows Building, Seventh and Market Streets.

The Central Council of Civic Clubs is, as its name suggests, a central organization for individual neighborhood associations. By attending one of these meetings you will get an over-all picture of city matters in which *all* the neighborhoods are interested—problems that are city-wide in scope.

Your Own Association

But suppose that you don't care to attend a meeting of the Central Council of Civic Clubs, that your chief interest is in your own neighborhood organization. Where does your neighborhood association meet? When? Just telephone the research department of the Chamber of Commerce (EX. 2-4511), and you can secure the telephone number of the secretary of your neighborhood association. Call the secretary, and he or she will give you the necessary information.

Here is the list of San Francisco's neighborhood organizations:

Alemany District Council of Improvement Associations
Arguello Boulevard Improvement Club
Balboa Terrace Homes Association
Bay View Civic Club
Cabrillo Civic Club
Cayuga Improvement Association
Central Mission Improvement Association
Columbus Civic Club
Crocker Amazon Park Improvement Association
Divisadero District Merchant and Improvement Association
East and West of Castro Street Improvement Club
Eureka Valley Promotion Association
Ewing Terrace Improvement Association
Fairmount Improvement Association
Fillmore Merchants and Improvement Association
Forest Hill Association
Francisco Heights Civic Club
Ingleside Community Association
Ingleside Terrace Homes Association
Jefferson-Lafayette Improvement Club
Laguna Honda Association
Lakeside Home Owners Association
Marina Boosters
Marina Civic Improvement Association
Market and Guerrero Streets Improvement Club
McAllister Street Improvement Association
Miraloma Park Improvement Club
Mission Viaduct Terrace Improvement Club
Monterey Heights Homes Association
Nob Hill Civic Club
Ocean View Improvement Association
Park-Presidio Civic Club
Park-Presidio Improvement Association
Parkside District Improvement Club
Peralta Heights Improvement Association
Polk District Association

Portola District Improvement Club
Potrero Boosters and Merchants Association
Reis and Paul Tract Improvement Club
St. Francis Homes Association
St. Mary's Improvement Club
San Miguel Improvement Association
Silver Heights Terrace Improvement Club
South of Market Central Improvement Association
Southern Heights Improvement Club
Sunnyside Improvement Club
Sunset Community Improvement Club
Sunset Heights Improvement Club
Twin Peaks Improvement Association
Upper Noe Valley Improvement Association
Van Ness-Polk Civic Council
Visitacion Valley Improvement Club
Westwood Highlands Association
Westwood Park Association

So here is a beginning. Here is a way in which you can begin your *active* participation in your job as a citizen of San Francisco. You simply attend meetings of your neighborhood association. There you will get the "feel" of democracy at work.

But it isn't necessary to join a neighborhood association in order to be an active citizen of San Francisco. Suppose you feel the need for some service or facility not now available. What can you do about it? Not much alone.

So you organize a group of those who want the same service or facility as you do. You act. You seek the backing of other organizations. You provide leadership, initiative, and drive to carry the plan to completion.

Sometimes a group will direct its energy toward getting their government to provide something they want. You'll recall that San Francisco's rifle enthusiasts used this method with the result that we have one of the finest municipal rifle ranges in the country. In other instances, a group will start out by itself without depending upon the government—an illustration of typical American self-reliance, of the "can do" spirit that had made our country great. Our War Memorial buildings, our museums, and the California Academy of Sciences are illustrations of what can be done by this method.

What does this all add up to?

Simply this: As a citizen in a democracy you enjoy certain *rights* and *privileges*. These you get automatically, just because you are an American. Others did the work, put forth the effort, even died so you could have these rights and privileges.

But, as an American, you also have certain *duties*, certain *obligations*. One of these duties is to try to make your community a better place in which to live.

There are others. What are they?

You know what they are if you'll only *think*.

Conclusion

The series of booklets prepared for you about your city—*The City*—is now complete.

The school district is proud of these attractive and informative booklets and of the many laudatory comments they have already received from all around the country. The booklets represent a pioneering effort in the direction of building better citizenship at home, where it is too often neglected.

I am sure you will agree that what you have learned from *The City* about San Francisco and what makes it tick has been an absorbing and enjoyable experience. Some day you will realize even more than you do now that this experience has made you better sons and daughters of the City by the Golden Gate, better equipped to guide its horizonless destiny, and better able to realize your own ambitions.

You young men and women of our beloved San Francisco are the raw material from which the city of tomorrow will be built. You must remember, though, that this construction job is by no means a passive process. It is active, dynamic, competitive. And in the process you are not only the raw material—you are also the designers, the engineers, the laborers, and the prospective occupants.

There is a gap between man's desire for a better world to live in and the actual realization of "the good society."

This gap will be narrowed to the extent that men and women of good will are far-sighted enough to give generously of themselves to the common affairs of all of us, which go by the name of Government.

Politics is the science of government; and you have had, through *The City*, a comprehensive look at how it operates in your own backyard.

Like charity, good government begins at home. Always do your part to foster it by continued interest and active participation.

BERT W. LEVIT
Member and former President
San Francisco Board of Education

Acknowledgments

Background material for *The City* series of booklets was obtained mainly from five sources—the annual reports city departments are required to make to the mayor in accordance with Section 20 of the charter; two articles by Bert W. Levit, *Municipal Primer*, a weekly series published in the *S. F. Chronicle*, commencing May 4, 1941, and *San Francisco's Unique Charter* in the *National Municipal Review*, June 6, 1945; personal interviews with city employees, and a research monograph, *The San Francisco Plan of Government*, by Mr. Clarence Leal, curriculum assistant, San Francisco Unified School District.

Helpful criticism and ideas were obtained from Mr. Levit, member of the Board of Education; from Dr. Herbert C. Clish, superintendent of schools; and from Dr. Watt A. Long, associate superintendent of schools.

Illustrations for the entire series were prepared by three high school students—Carol Montgomery, Lowell; Frank Curtin, Lincoln; and Andre Lubarsky, Lowell.

Over 50 city employees, representing every department of San Francisco's government, cooperated in providing a wealth of factual material from which was selected the information incorporated in the booklets.

When the superintendent of schools assigned me to the duty of preparing *The City* series, I felt that I faced a difficult task. Instead, it became a pleasant one because of certain individuals who gave their time and talent from the beginning of Booklet I to the completion of Booklet VI. My thanks to Dr. Morris Williams, coordinator of secondary education; to Mr. Tom Irwin, formerly with the Public Utilities Commission; to Lt. Hope Kennedy, USNR; to Mrs. Agnes Emminger, clerk in the Board of Supervisors' office; to Mr. Ray Erickson of the city purchaser's office; and to my patient and, at times, profound fellow-workers in the curriculum laboratory.

J. W. P.

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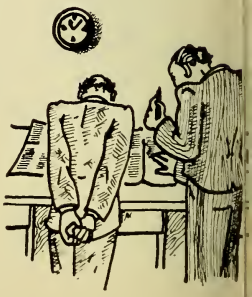

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